

# **Massachusetts Juvenile Justice Advisory Committee Annual Report to the Governor**



**2006**

**Massachusetts Juvenile Justice Advisory Committee  
c/o Massachusetts Executive Office of Public Safety  
Office of Grants and Research  
Ten Park Plaza  
Suite 3720  
Boston, MA 02116**

**Submitted to Governor Deval Patrick in May 2007**

## **Message from Robert P. Gittens, Juvenile Justice Advisory Committee Chair**

Dear Governor Patrick:

On behalf of the Juvenile Justice Advisory Committee (JJAC), I am pleased to present to you this 2006 Annual Report. This report gives an overview of the goals and accomplishments of the JJAC during 2006 and also provides recommendations for improving the Massachusetts juvenile justice system.

In collaboration with the Executive Office of Public Safety, the JJAC is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and for maintaining state compliance with the federal Juvenile Justice and Delinquency Prevention Act. In 2006, the JJAC provided funding for programs across the Commonwealth, which focused on many justice-related areas including delinquency prevention, reduction of racial disparities in the juvenile justice system, gender-specific programs, youth development, and alternatives to secure detention. Grant funds were awarded through a very competitive process, and the programs being implemented today utilize model and innovative strategies geared toward prevention, intervention and appropriate treatment of juveniles in order to best serve the needs of our most at-risk youth and to make Massachusetts a safer place for all of its residents.

In 2006, the JJAC also focused on improving the juvenile justice system and building awareness of key juvenile justice issues. The JJAC sponsored a series of five statewide forums to discuss the issue of secure detention and organized various discussions focused on addressing racial disparities and improving data collection in the juvenile justice system.

However, the most important issue facing the JJAC today is statewide compliance with the federal Juvenile Justice and Delinquency Prevention Act's "6-hour rule," which states that juveniles cannot be securely detained or confined in adult jails and police lockups for more than six hours. In order to qualify for important federal funding and to keep Massachusetts children safe, the JJAC has used federal funding from the OJJDP to support a system of removing juveniles from police lockups and sending them to regional alternative lockup programs. This is not sustainable given the sharp reductions in federal funding. It is also not a good use of federal funds, which should be used for delinquency prevention and juvenile justice system improvements. The members of the JJAC believe that state should pay for this core service as part of its annual budget.

The JJAC members are honored to serve on this board and are excited about the opportunity to work with your administration to address the significant juvenile justice issues facing the Commonwealth.

Sincerely,

Robert P. Gittens, JJAC Chair



# Massachusetts Juvenile Justice Advisory Committee

## Annual Report to the Governor 2006

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## Executive Summary

The purpose of the Juvenile Justice Advisory Committee (JJAC) is to advise the Governor and the Executive Office of Public Safety (EOPS) regarding juvenile justice and delinquency prevention efforts and policy issues in Massachusetts. JJAC members are appointed by the Governor, and in 2006 there were 25 members. The JJAC is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and for maintaining state compliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDPA). The JJAC meets bimonthly and has four active subcommittees: 1) JJDPA Compliance, 2) Disproportionate Minority Contact, 3) Alternatives to Detention, and 4) Grants Review. The JJAC has also endorsed a positive youth development approach to guide activities and spending related to the committee.

During the past few years, JJAC funding priorities and state compliance with the JJDPA has been supported by four OJJDP grant programs: 1) JJDPA Formula Grant, 2) Juvenile Accountability Block Grant, 3) Title V Grant, and 4) Challenge Grant. The JJAC decides how these awards are spent in conjunction with the EOPS. In 2006, Massachusetts was awarded \$1.1 million from the JJDPA Formula Grant program, \$784,263 from the Juvenile Accountability Block Grant program, and \$56,250 from the Title V Grant program.<sup>1</sup>

In 2006, the OJJDP found Massachusetts to be in compliance with all four core requirements of the JJDPA. The JJDPA core requirements include the following:

1. **Deinstitutionalization of Status Offenders:** A status offender or non-offender cannot be held in secure juvenile detention or correctional facilities.
2. **Separation of Juveniles from Adult Offenders:** Juveniles cannot be detained or confined in a secure institution in which they have sight or sound contact with adult offenders.
3. **Adult Jail and Lockup Removal:** Juveniles cannot be securely detained or confined in adult jails and police lockups for more than six hours.
4. **Disproportionate Minority Contact (DMC):** States are required to address racial disparities in the juvenile justice system.

The JJAC's priorities in 2006 included the following:

- **Funding evidence-based and innovative programs to reduce juvenile crime and youth violence** → The JJAC recognizes that no one entity can impact juvenile crime rates by working alone. The JJAC promotes a collaborative approach to crime reduction based on a youth development model that engages youth, parents, civic and community organizations, the private sector and government. With the intention to spur innovation, collaboration, and replication toward the goal of reducing juvenile crime and youth violence, the JJAC awards grants to promising programs in high-need communities across the state. In 2006, the JJAC awarded an average of over \$1.5 million during each yearly grant cycle<sup>2</sup> to various programs and initiatives

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<sup>1</sup> The last Challenge Grant from OJJDP to states was in 2003. Massachusetts spent the last of its Challenge Grant funds on five grant programs that ran from July 1, 2005 to September 30, 2006.

<sup>2</sup> 2006 encompasses two grant cycles. Awarded \$1.8 million in Formula Grant funds for programs that ran from 10/1/05-9/30/06 and \$995,000 in Formula Grant funds for programs that ran from 10/1/06-9/30/07. Awarded \$228,777 in Challenge Grant funds for programs that ran July 1, 2005-June 30, 2006. Awarded over \$172,000 in Title V funds for programs that ran from 10/1/05-9/30/06 and over \$225,000 in Title V funds for programs that ran from 10/1/06-9/30/07.

focused on the following program areas: aftercare/reentry, alternatives to secure detention, delinquency prevention, diversion, gender-specific services, disproportionate minority contact reduction, mental health services, school programs, and substance abuse prevention and reduction. Programs were implemented in many high-need communities including Boston, Brockton, Chelsea, Holyoke, Lowell, Lynn, New Bedford, Pittsfield, Springfield, and Worcester.

- **Finding alternative funding sources for pre-arraignment detention** → The JJAC utilizes approximately \$1.4 million of federal juvenile justice and delinquency prevention funds each year to maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDPA) Adult Jail and Lockup Removal core requirement. The JJAC does this by funding juvenile pre-arraignment secure detention centers, called alternative lockup programs, to remove juveniles from police departments after arrest. This use of dwindling federal funds is not sustainable. Just five years ago, the cost of running the alternative lockup programs was approximately 16% of the total OJJDP federal award to Massachusetts. However, by 2006, the cost of running the alternative lockup programs was 74% of the total OJJDP federal award. A combination of continuing reductions in federal funds and an increase in the cost of running the alternative lockup programs may lead to the JJAC's inability to maintain compliance with the JJDPA. In addition to the lack of sustainability, the JJAC strongly believes that federal funds should be used to implement innovative and evidence-based programs to reduce delinquency and improve the juvenile justice system – not to implement a core service that is a state's responsibility. Most jurisdictions across the nation do not use federal funds for this purpose. The Commonwealth of Massachusetts should support jail removal and pre-arraignment detention programs with its own budget. In 2006, the JJAC worked diligently on this issue, and it was the focus of many meetings. The JJAC Compliance Subcommittee analyzed pre-arraignment secure detention utilization rates and costs, had numerous conversations with staff from the EOPS, and reached out to the Department of Youth Services for solutions. The JJAC Chair also submitted a letter to Governor Patrick advising him on this particular issue. This is the most urgent matter for the JJAC today.
- **Addressing racial disparities in the juvenile justice system** → Racial disparities exist throughout the Massachusetts juvenile justice system, as they do in juvenile justice systems across the nation. In order to reduce racial disparities, the JJAC targets funding toward programs that aim to prevent or reduce minority contact with the juvenile justice system. In the majority of Challenge and Formula Grant program funded in Massachusetts in 2006 to prevent or reduce delinquency, over 90% of the youth served were minority. The JJAC also funded two projects specifically designed to reduce disproportionate minority contact: 1) the Detention Diversion Advocacy Program, which diverts minority youth sent to the Dorchester Juvenile Court from secure detention to community based services and 2) the Juvenile Defense Network, which provides training and technical assistance to bar advocates to better represent their indigent clients. During 2006, the Disproportionate Minority Contact (DMC) Subcommittee continued to meet monthly. Discussions about DMC were held at various locations across the state involving diverse groups of juvenile justice decision-makers and stakeholders.
- **Improving access to juvenile justice data** → Reliable juvenile justice data is important when making decisions about allocating limited grant funds. Tracking racial/ethnic data for youth in the juvenile justice system is also a core requirement of the JJDPA. In 2006, the JJAC created and distributed juvenile justice fact sheets and reports with existing data, initiated discussions with agencies that collect juvenile justice data to discuss data collection challenges, and facilitated discussions on the challenges to collecting data at forums across the state. The JJAC also funded

the Juvenile Detention Alternatives Initiative (JDAI), which is a data driven collaborative systems change process focused on detention.

- **Increasing alternatives to secure detention** → Alternatives to secure detention are needed for many of the youth caught up in our court system but for whom secure detention is not the most appropriate placement. In 2006, the JJAC funded the Juvenile Detention Alternatives Initiative (JDAI) to facilitate a collaborative systems change process designed to reduce the over-reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court. The JJAC also funded the three-year Detention Diversion Advocacy Program (DDAP) to divert youth sent to the Dorchester Juvenile Court from secure detention to community based services while they await resolution of their trials. Finally, the JJAC organized a series of five forums across the state to discuss juvenile detention in Massachusetts.
- **Building awareness and understanding of juvenile justice issues in Massachusetts** → In order to help achieve the priorities listed above, the JJAC developed various opportunities to build awareness and understanding of juvenile justice issues in Massachusetts in 2006. The most significant of these events were five forums held across the state to discuss secure detention and disproportionate minority contact. Over 200 juvenile justice decision-makers and stakeholders attended the forums, which took place in Boston, Brockton, Lawrence, Springfield, and Worcester. The JJAC also hosted a presentation by Dr. Ross W. Greene and Dr. J. Stuart Ablon from the Collaborative Problem Solving Institute at Massachusetts General Hospital. The presentation focused on how best to work with youth that have oppositional defiant disorder and conduct disorder and how to prevent explosive outbursts. Approximately 40 people attended the presentation including the Chief Justice of the Juvenile Court, the Commissioner of the Department of Youth Services, public defenders, and other juvenile justice stakeholders.

Juvenile justice and delinquency prevention needs are great in Massachusetts. There are a multitude of improvements that could be made. However, the JJAC has the following specific recommendations for the Governor that could make a significant positive change in the juvenile justice landscape in Massachusetts. The recommendations were developed through extensive discussions with juvenile justice stakeholders and decision-makers across the state.

1. **Fund secure pre-arraignment detention with state funds:** Ensure compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP) by funding pre-arraignment detention with state funds. The current system of using federal funds for this service is not sustainable. The current system also consumes a funding source that the JJAC believes would be best used for innovative and evidence-based programs aimed at reducing juvenile crime.
2. **Encourage the development of alternatives to secure detention available to judges at arraignment.** At forums held across the state in 2006 and 2007, juvenile justice decision-makers and stakeholders acknowledged that while secure detention is a necessary part of the juvenile justice system, it is frequently overused due to lack of access to more appropriate placements for “high-need” children. Alternatives must be made available for children who would be more appropriately served by mental health, substance abuse, or social service programs.
3. **Work with the Juvenile Court and the Office of the Commissioner of Probation to develop a system of reporting race/ethnicity at the OJJDP required decision points.** The OJJDP requires all states to submit data by race/ethnicity at ten key juvenile justice decision points (see Appendix

#3). Unfortunately, Massachusetts is unable to submit this required data in its entirety because the data is not collected, compiled and/or shared with other agencies. This lack of race/ethnicity data leads to two direct consequences. First, while we know that there are racial disparities in the juvenile justice system in Massachusetts, we are unable to conduct further analysis to discover where the disparity is most concentrated and what creates it. This analysis is necessary in order to implement effective programs to reduce disproportionate minority contact with the juvenile justice system. Second, all states receiving JJDP Formula Grant funds from the OJJDP are required to measure racial disparities in order to receive their full award. This requirement includes submitting juvenile justice data by race/ethnicity for the required decision points. If Massachusetts does not show progress toward measuring DMC, the state may not continue receiving these funds in their entirety.

4. **Require that every police department report the race/ethnicity of the juveniles arrested by their department to the Massachusetts State Police Crime Reporting Unit and that the Crime Reporting Unit make this data accessible to other state agencies and researchers.** Arrest is frequently the first decision-point in the juvenile justice system, and access to good data here is vital in order to determine how to best target programs for youth. In addition, states are required to measure racial disparities in order to receive Formula Grant funds from the OJJDP (see recommendation #3 above). In order to best measure trends juvenile arrest data must be collected at a minimum by race and ethnicity (white, black, Asian, other, Hispanic).



## Members of the Governor's Juvenile Justice Advisory Committee 2006

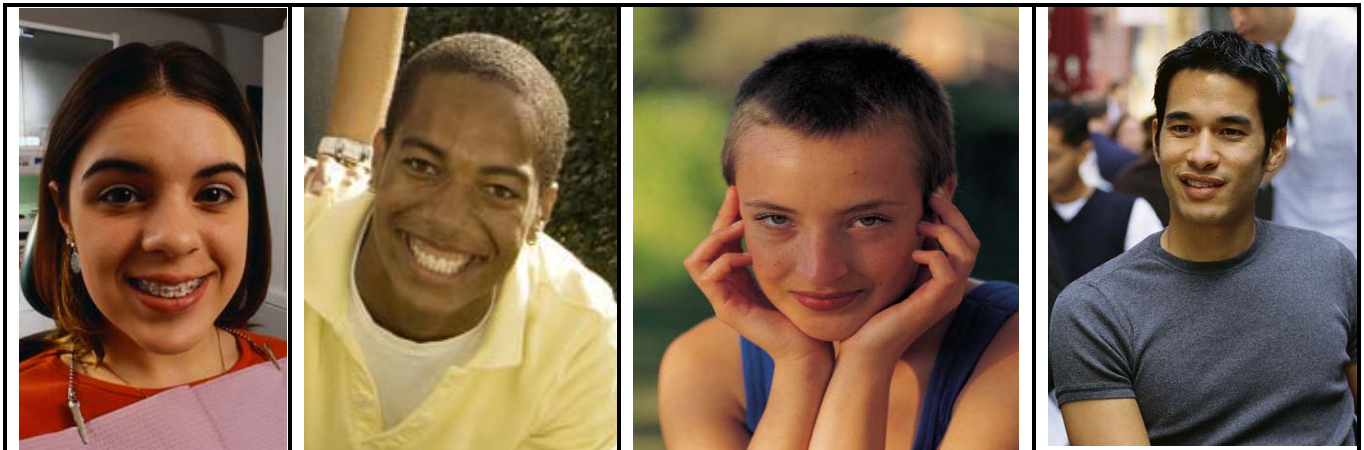
During 2006, the Juvenile Justice Advisory Committee (JJAC) was made up of 25 members.

<b>Robert Gittens, Chair*</b> Vice President, Public Affairs, Northeastern University Office of Government Relations & Community Affairs	<b>Paul Joyce*</b> Superintendent Boston Police Department
<b>Cecely Reardon, Vice Chair*</b> Supervising Attorney CPCS, Youth Advocacy Project	<b>Gary Katzmman*</b> Private Citizen
<b>Tina Adams*</b> Regional Director for Metro Boston Massachusetts Behavioral Health Partnership	<b>Robert Kinscherff*</b> Assistant Commissioner for Forensic Services MA Department of Mental Health
<b>Bill Barabino*</b> Private Attorney	<b>Stephen Limon*</b> Associate Justice Suffolk County Juvenile Court
<b>Angela Browne</b> Associate Director Harvard Youth Violence Prevention Center	<b>William Morales*</b> Chief Operations Officer Youth Enrichment Services
<b>Kate Carpenter</b> National Director Citizen Schools	<b>Bradford Nunan, Youth Member</b> Student
<b>Lael Chester*</b> Executive Director Citizens for Juvenile Justice	<b>Olga Nunez, Youth Member</b>
<b>Wesley Cotter*</b> Director of Agency Operations Key Program, Framingham	<b>Carolyn Petrosino</b> Criminal Justice Department Chair Bridgewater State University
<b>Frank Cousins</b> Sheriff Essex County Sheriff's Office	<b>Elaine Riley*</b> Private Citizen
<b>Glenn Daly*</b> Director, Office of Youth Development MA Executive Office of Health and Human Services	<b>Marilse Rodriguez-Garcia*</b> Triad A Operational Leader Boston Public Schools
<b>Edward Dolan*</b> Deputy Commissioner MA Department of Youth Services	<b>Sayon Soeun</b> Executive Director Light of Cambodian Children, Inc.
<b>Nadira Dookharan, Youth Member</b> Case Manager Span, Inc.	<b>Christine Stevens, Youth Member</b> Student
<b>Tim Gillespie,* Youth Member</b> Student	

*\*Still a member in 2007.*

The following new JJAC members were appointed in December 2006:

Name	Affiliation
Mia Alvarado	Chief of Staff , MA Department of Social Services
Christopher Calia	Youth Member, Student, Northeastern University
Ashley Cote	Youth Member, Student, Northeastern University
Ahmed Danso-Faried	Youth Member, Student, Northeastern University
Dara Pazooki	MA Emergency Management Agency
Jeffrey D. Perry	State Representative, MA House of Representatives
Nicole M. St. Pierre	Middlesex District Attorney's Office
Karin M. Pipczynski	Youth Member, Student, Northeastern University
Daniel Song	Youth Member, Student, Northeastern University
Gloria Y. Tan	Criminal Justice Institute at Harvard Law School
Enrico J. Villamaino III	Private Citizen
Michael W. Walker	Walker Financial Services, Inc.



## The Purpose of the Juvenile Justice Advisory Committee

In an effort to address the sometimes daunting complexities within the juvenile justice system that confront all states, the United States Congress enacted the Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974. The primary purpose of the JJDPA is to offer states guidance and funding in addressing juvenile justice issues. The JJDPA authorizes the formation of State Advisory Groups for each state. The State Advisory Group in Massachusetts is the Juvenile Justice Advisory Committee (JJAC). In 1981, Governor Edward King issued Executive Order No. 204 establishing the JJAC. The JJAC is comprised of 15-33 members appointed by the Governor to advise the Governor and the Executive Office of Public Safety (EOPS) regarding juvenile justice and delinquency prevention efforts and policy issues in Massachusetts. The JJAC is responsible for allocating funds from the United States Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP), for maintaining state compliance with the JJDPA, and for providing the EOPS with input in developing a statewide juvenile justice and delinquency prevention plan. JJAC funding priorities and state compliance with the JJDPA has been supported by four OJJDP grant programs: 1) JJDPA Formula Grant, 2) Juvenile Accountability Block Grant, 3) Title V, and 4) Challenge.

In 2002, the JJDPA was reauthorized. The reauthorized JJDPA mandates that states comply with four core requirements in order to receive federal JJDPA Formula Grant funding.<sup>3</sup> The JJAC is involved in reviewing, assuring and maintaining compliance with these core requirements. The core requirements are:

1. **Deinstitutionalization of Status Offenders:** A status offender (a juvenile who has committed an act that would not be a crime if an adult committed it) or non-offender (such as a dependent or neglected child) cannot be held, with statutory exceptions, in secure juvenile detention or correctional facilities. Status offenders and non-offenders cannot be detained or confined in adult facilities for any length of time.
2. **Separation of Juveniles from Adult Offenders:** Alleged and adjudicated delinquents cannot be detained or confined in a secure institution (such as a jail, lockup, or secure correctional facility) in which they have sight or sound contact with adult offenders.
3. **Adult Jail and Lockup Removal:** As a general rule, juveniles cannot be securely detained or confined in adult jails and police lockups for more than six hours.
4. **Disproportionate Minority Contact (DMC):** States are required to address juvenile delinquency prevention and system improvement efforts designed to reduce the disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system.

If a state fails to demonstrate compliance with any of the four core requirements in any year, its JJDPA Formula Grant is subject to a 20% reduction for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, the state must agree to use 50% of their allocation for the fiscal year in which the penalty takes effect to achieve compliance (Hsia, 2004).

With federal grant money and guided by issues raised in the statewide plan, the JJAC funds and organizes programs, projects, and activities that implement the JJDPA's goals.

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<sup>3</sup> In 2006, Massachusetts received \$1.1 million in JJDPA Formula Grant funding. For more information, see page 26.

The JJAC has also endorsed a positive youth development approach to guide activities and spending related to the committee. The shared youth development vision is, “All Massachusetts youth grow up to be healthy, caring, economically self-sufficient adults.” The goals are:

1. All youth have access to resources that promote optimal physical and mental health.
2. All youth have nurturing relationships with adults and positive relationships with peers.
3. All youth have access to safe places for living, learning and working.
4. All youth have access to educational and economic opportunity.
5. All youth have access to structured activities and opportunity for community service and civic participation.

The youth development vision and goals have been incorporated into application requirements, evaluation of programs and strategic planning.

Much of the work of the JJAC is done in subcommittees. The four main JJAC subcommittees in 2006 were the Compliance Subcommittee, the Disproportionate Minority Contact Subcommittee, the Alternatives to Detention Subcommittee, and the Grants Review Subcommittee. The JJAC also meets bimonthly as a full committee.

**Compliance Subcommittee:** An active subcommittee whose purpose is to help Massachusetts to comply with the first three JJDPA core requirements (Deinstitutionalization of Status Offenders, Separation of Juveniles from Adult Offenders, and Adult Jail and Lockup Removal). The main focus of this subcommittee in 2006 was to find a better way to comply with the third core requirement, Adult Jail and Lockup Removal.

**Disproportionate Minority Contact Subcommittee:** Meets monthly to discuss ways to measure and reduce the racial disparities in the juvenile justice system (the fourth JJDPA core requirement). This subcommittee has non-JJAC members as well as JJAC members.

**Alternatives to Detention Subcommittee:** The newest of our standing subcommittees, the Alternatives to Detention Subcommittee meets to discuss the current state of secure detention and to develop alternatives when appropriate. It involves non-JJAC members as well as JJAC members.

**Grants Review Subcommittee:** Reviews applications for federal funds and makes recommendations to the full JJAC for funding. In 2006, the Grants Review Subcommittee reviewed grant applications for awards from the following grant streams: JJDPA Formula Grant Program, the Juvenile Accountability Block Grant, and the Title V Grant Program. It involves non-JJAC members as well as JJAC members.



## The JJAC's Primary Areas of Focus

The JJAC chose six areas of focus at their annual retreat in February 2006.

1. To fund evidence-based and innovative programs to reduce juvenile crime and youth violence.
2. To find alternative funding for the removal of juveniles from police lockups (compliance with the third JJDP core requirement) and to stop relying on federal funds for this service.
3. To address racial disparities in the juvenile justice system.
4. To improve access to juvenile justice data to inform policy and program decisions.
5. To improve the alternatives to secure detention.
6. To increase awareness and understanding of several key issues in juvenile justice policy and practice among elected officials, juvenile justice decision-makers, and the general public.

### 1. TO FUND EVIDENCE-BASED AND INNOVATIVE PROGRAMS TO REDUCE JUVENILE CRIME AND YOUTH VIOLENCE

**The Problem:** While Massachusetts youth involvement with the juvenile justice system has been decreasing over the past few years, juvenile crime, delinquency, and recidivism remain problems that must be addressed. In 2005, over 13,000 youth were sent to Juvenile Court with delinquency complaints (Administrative Office of the Trial Court), there were almost 5,000 new pre-trial secure detention admissions (MA Department of Youth Services), over 4,800 youth were placed on risk/need probation (Office of the Commissioner of Probation), over 900 youth were committed to the Department of Youth Services (MA Department of Youth Services), and 170 youth were indicted as youthful offenders (Administrative Office of the Trial Court). Within one year of discharge from the Department of Youth Services in 2002, 31% of formerly DYS committed youth were convicted of an offense (Tansi, 2006).<sup>4</sup>

In addition to official juvenile justice statistics, self-reported data from the 2005 Massachusetts Youth Risk Behavior Survey (MA Department of Education, 2007) show that:

- 15% of high school students carried a weapon in the 30 days before the survey was given.
- 29% of high school students were in a physical fight in the year before the survey was given.
- 10% of high school students were part of a gang in the year before the survey was given.
- 10% of high school students experienced violence in a dating relationship.

Some areas of the state are more affected by juvenile crime than others. For example, Worcester County, Suffolk County and Hampden County have higher levels of involvement in the juvenile justice system than the other Massachusetts counties (MA Department of Youth Services, 2006). Cities with the highest levels of DYS involvement include Boston, Brockton, Holyoke, Lynn, Pittsfield, and Springfield (DYS, 2004). Other cities with high DYS involvement include Athol, Chelsea, Chicopee, Fall River, Fitchburg, Lawrence, Lowell, New Bedford, Randolph, and Southbridge (DYS, 2004).

Research shows that there are many behaviors and experiences that are correlated with juvenile crime and youth violence across the nation. The EOPS and the JJAC have identified three of these areas as priorities for grant-making: 1) mental health, 2) school exclusions and school failure, and 3) substance

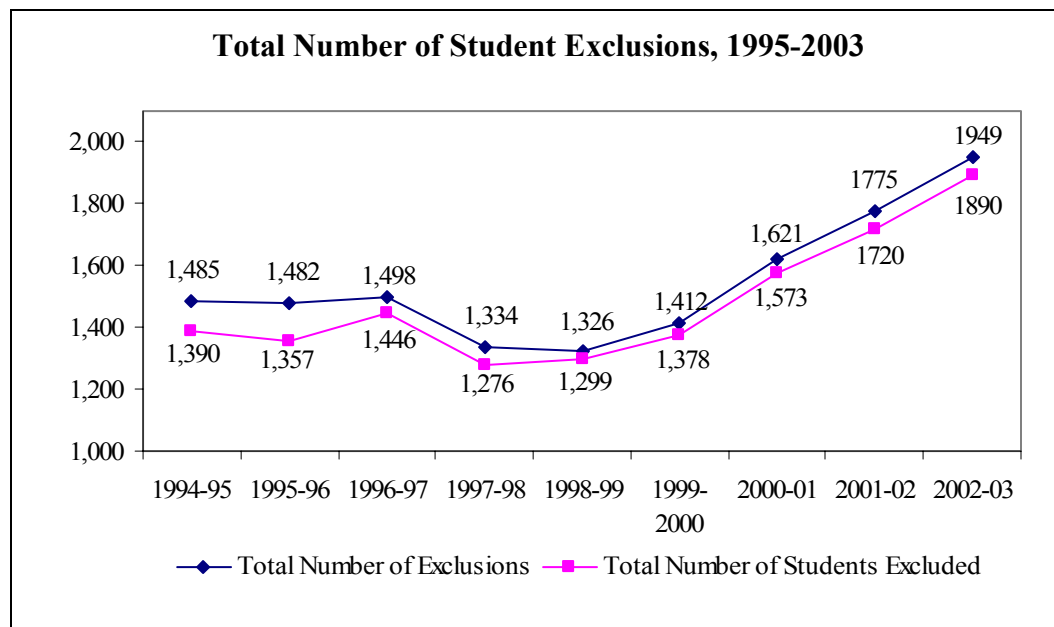
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<sup>4</sup> The criminal histories of 405 former clients of the Department of Youth Services (all discharged during the year 2002) were evaluated to find the rate of reconviction with one year of discharge from DYS.

abuse. In addition, the EOPS and JJAC are concerned with the increase in girls' involvement in the juvenile justice system.

*Mental Health Disorders:* Most juvenile justice professionals agree that youth in juvenile justice systems experience higher rates of mental health disorders than youth in the general population (Cocozza & Skowrya, 2000). Mental disorders that go untreated can yield emotional impairment, and emotionally impaired youth are at risk for adverse reactions to confinement, which can erode a juvenile offender's ability to participate in any programming that may be available to address his needs (Wasserman, Ko & McReynolds, 2004). Over the past ten years in Massachusetts, there have been between 4,088 and 5,298 yearly mental health hospitalizations of young people ages 19 and under in the general population.<sup>5</sup>

*Increases in School Exclusions:* When children are suspended or expelled from school, their risk for delinquency increases (National Research Council and Institute of Medicine, 2001). School exclusions have increased dramatically in the last five years in Massachusetts. The number of exclusions that occurred during the 2002-2003 school year represented a 46% increase from five years ago (Massachusetts Department of Education, 2004).



Source: Massachusetts Department of Education, 2002 and 2004.

*Youth Substance Abuse:* Data from the 2005 Massachusetts Youth Risk Behavior Survey (MYRBS) reveal that 76% of high school students in Massachusetts report drinking alcohol and almost half report using marijuana at some point in their lives. Further MYRBS data show that 30% of high school students reported being sold, offered, or given an illegal drug on school property. Additionally, 7% of students reported using ecstasy, 8% reported using cocaine, 4% reported using methamphetamines, 4% reported using steroids without a doctor's prescription, and 2% reported using heroin at least once in their lifetimes. During the 2003-04 school year, more Massachusetts public school students were expelled because of illegal substances on school premises than for any other reason (Massachusetts Department of Education, 2004).<sup>6</sup> Finally, a JJAC survey administered to 300 at-risk, court-involved

<sup>5</sup> From 1996-2005. Massachusetts Department of Public Health, MassCHIP

<sup>6</sup> 511 exclusions, 25% of all school exclusions.

and DYS-involved youth across Massachusetts in 2005 revealed that the majority of these at-risk youth felt that “Drugs/Alcohol” was one of the biggest challenges facing youth in their neighborhood.<sup>7</sup> Exacerbating this problem is the decline in the number of youth admissions to Department of Public Health funded substance abuse programs, which according to the Department of Public Health (2004), has been due to a reduction in program capacity, not a reduction in need.

**The JJAC’s Response:** The JJAC recognizes that no one entity can impact juvenile crime rates by working alone. The JJAC promotes a collaborative approach to crime reduction based on a youth development model that engages youth, parents, civic and community organizations, the private sector and government. With the intention to spur innovation, collaboration and replication toward the goal of reducing juvenile crime and youth violence, the JJAC awards grants to promising programs in high-need communities across the state. In 2006, funding for evidence-based and innovative programs to reduce juvenile crime and youth violence came from three federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) grant programs: 1) JJDP Formula Grant, 2) Title V Grant, and 3) Challenge Grant. Programs and initiatives focused on aftercare/reentry, alternatives to secure detention, delinquency prevention, diversion, gender-specific services, disproportionate minority contact (DMC) reduction, mental health services, school programs, and substance abuse prevention and reduction. All programs were required to address disproportionate minority contact (DMC) and utilize a youth development approach. Most of the funded programs targeted Massachusetts cities with the highest DYS commitment rates such as Boston, Brockton, Chelsea, Holyoke, Lowell, Lynn, New Bedford, Pittsfield, Springfield, and Worcester (see pages 28-38).



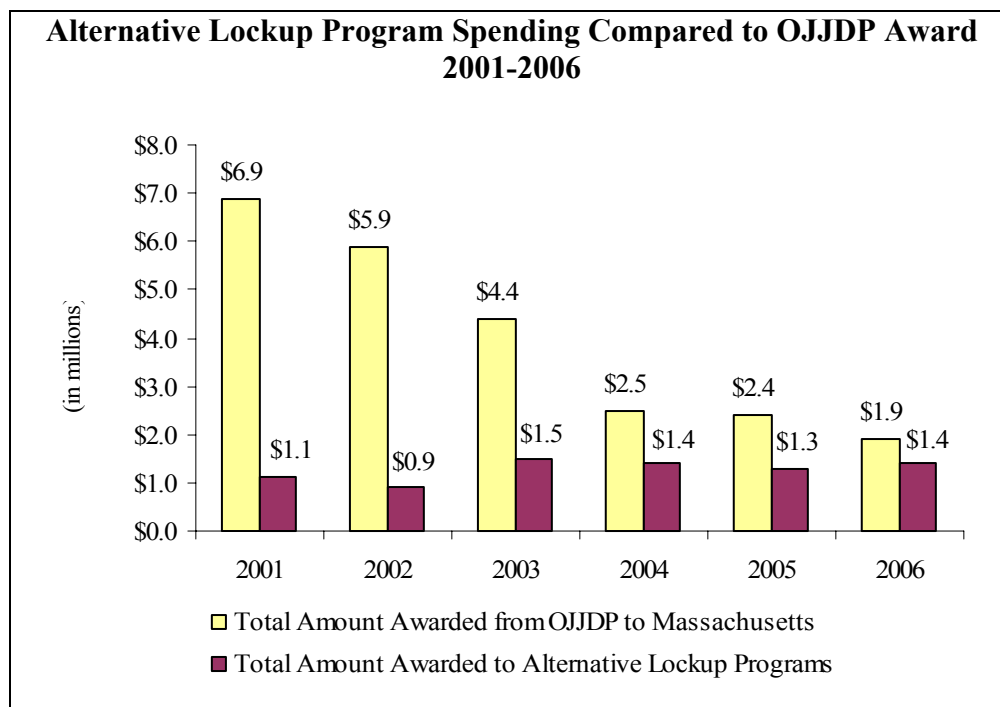
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<sup>7</sup> The survey was administered to 300 at-risk, court-involved and DYS-involved youth across Massachusetts in 2005. One of the survey questions was “What do you think is the biggest challenge facing kids in your neighborhood today?” Youth were instructed to choose one to three of the twelve options provided (or to write in another option). The number one answer was “Drugs/Alcohol,” with 60% of the youth indicating that was one of the biggest challenges. The second most popular answer was “getting in trouble at school,” which 42% of the sample chose as one of the biggest challenges.



## 2. TO FIND ALTERNATIVE FUNDING FOR THE REMOVAL OF JUVENILES FROM POLICE LOCKUPS AND TO STOP RELYING ON FEDERAL FUNDS FOR THIS SERVICE

**The Problem:** In order to successfully comply with the jail removal core requirement of the Juvenile Justice and Delinquency Prevention Act (JJDP)<sup>8</sup> and to keep children who are arrested safe, the Commonwealth of Massachusetts has developed a system of removing individuals under the age of 17 from secure facilities in police departments and placing them in alternative lockup programs (pre-arraignment detention facilities). Non-secure alternative lockup programs are used when a juvenile is charged with a status offense or a minor delinquent offense, and secure alternative lockup programs are used when a juvenile is charged with a more serious delinquent offense. These two programs perform similar functions. However, while the non-secure alternative lockup programs are funded with state funds directly as a separate line item in the Department of Social Services State budget, the secure alternative lockup programs are not funded with state funds. Except for the alternative lockup program in the City of Boston, the Executive Office of Public Safety and the JJAC oversee and fund all secure alternative lockup programs using federal funds received from the OJJDP.



Source: Executive Office of Public Safety. Total Award from the OJJDP to Massachusetts includes the following grant programs: Formula, Challenge, Title V, and JABG. ALP spending does not include the Boston Alternative Lockup Program. Figure is amount awarded (not spent). 2001 ALP award covers programs that ran 10/1/01-9/30/02; 2002 covers programs that ran 10/1/02-6/30/03; 2003 covers programs that ran 7/1/03-6/30/04; 2004 covers programs that ran 7/1/04-6/30/05; 2005 covers programs that ran 7/1/05-6/30/06; 2006 covers programs that are currently running 7/1/06-6/30/07.

The EOPS and the JJAC currently spend over \$1.4 million per year of their federal funding from the OJJDP (primarily the Juvenile Accountability Block Grant) to run the secure alternative lockup programs, where over 2,000 juveniles are sent annually.<sup>9</sup> This use of dwindling federal funds is not sustainable. Just five years ago, the cost of running the alternative lockup programs was

<sup>8</sup> See page 10 for more information on the Juvenile Justice and Delinquency Prevention Act.

<sup>9</sup> Federally funded ALP utilization (number of youth by year): 1999: 2,400; 2000: 2,176; 2001: 2,495; 2002: 2,267; 2003: 2,181; 2004: 2,152. Boston ALP (number of youth in sent to Boston ALP and not funded with federal funds by year): 1999: 1,111; 2000: 984; 2001: 960; 2002: 758; 2003: 1,173; 2004: 713.



approximately 16% of the total OJJDP federal award to Massachusetts. However, by 2006, the cost of running the alternative lockup programs was 74% of the total OJJDP federal award. The JJAC works hard to fund programs that make a difference in the lives of at-risk youth. However, if current funding trends from the OJJDP continue, the only programs the JJAC will be able to fund will be pre-arraignment detention programs. Furthermore, potential future reductions in federal funding could lead to failure to fund the secure alternative lockup programs in their entirety, which will lead to noncompliance with the Jail Removal Core Requirement of the JJDPA. The result would be a loss of part of a future JJDPA Formula Grant Award.<sup>10</sup> In addition, there is concern for youth safety, program quality and cost in the existing secure facilities.



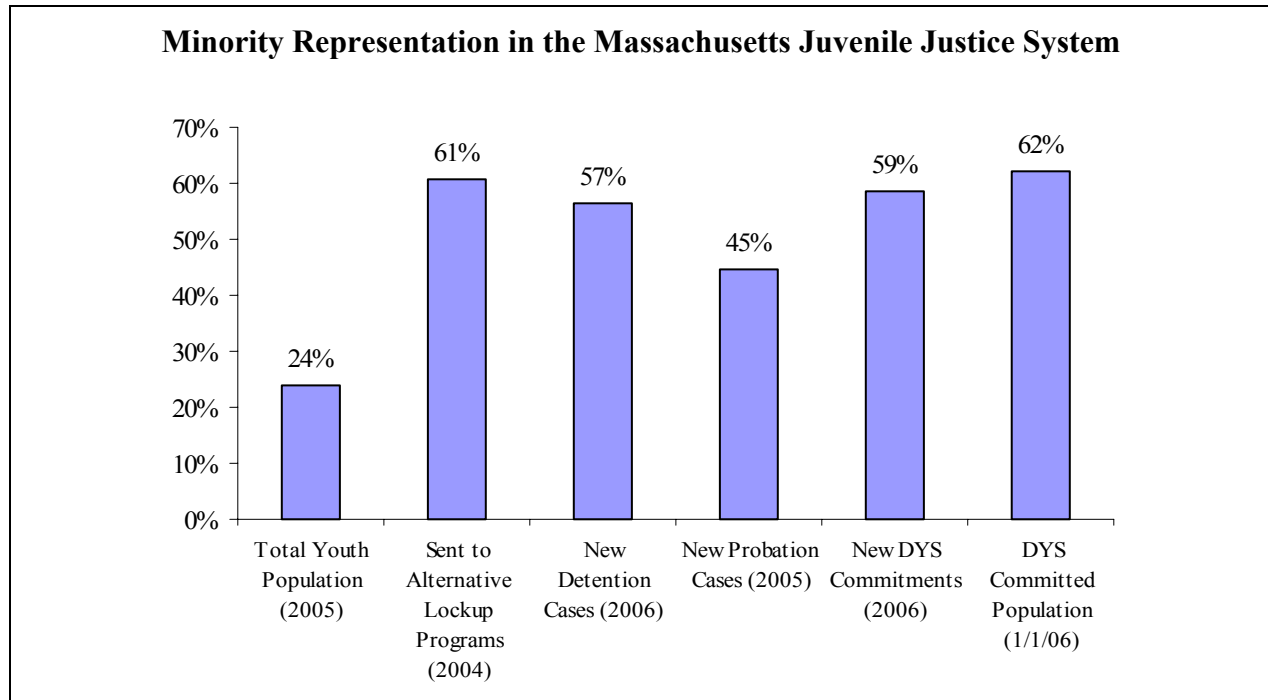
**The JJAC's Response:** In 2006, the JJAC created the Compliance Subcommittee, which focuses primarily on finding a better way to remove youth from police lockups who are being securely held until arraignment. The JJAC has had numerous discussions with EOPS staff about finding alternative funding sources for pre-arraignment detention. In 2006, the JJAC voted to recommend that the EOPS request funding in its supplemental budget to fund secure pre-arraignment detention and work with DYS through an interdepartmental service agreement to operate the services in order to assure that MA remained in compliance and that DYS use its operational capacity to ensure that programming delivered was of high quality for children in custody. The JJAC has also reached out to the Department of Youth Services to find more permanent solutions. Finally, the JJAC Chair submitted a letter to Governor Patrick advising him on this particular issue. This is an urgent matter for the JJAC and has been the focus of many of the full JJAC meetings in 2006.

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<sup>10</sup> If a state in any year fails to demonstrate compliance with any of the four core requirements, its Formula Grant for the subsequent fiscal year is reduced by 20% for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, state must agree to use 50% of their allocations for that fiscal year to achieve compliance (Hsia, 2004).

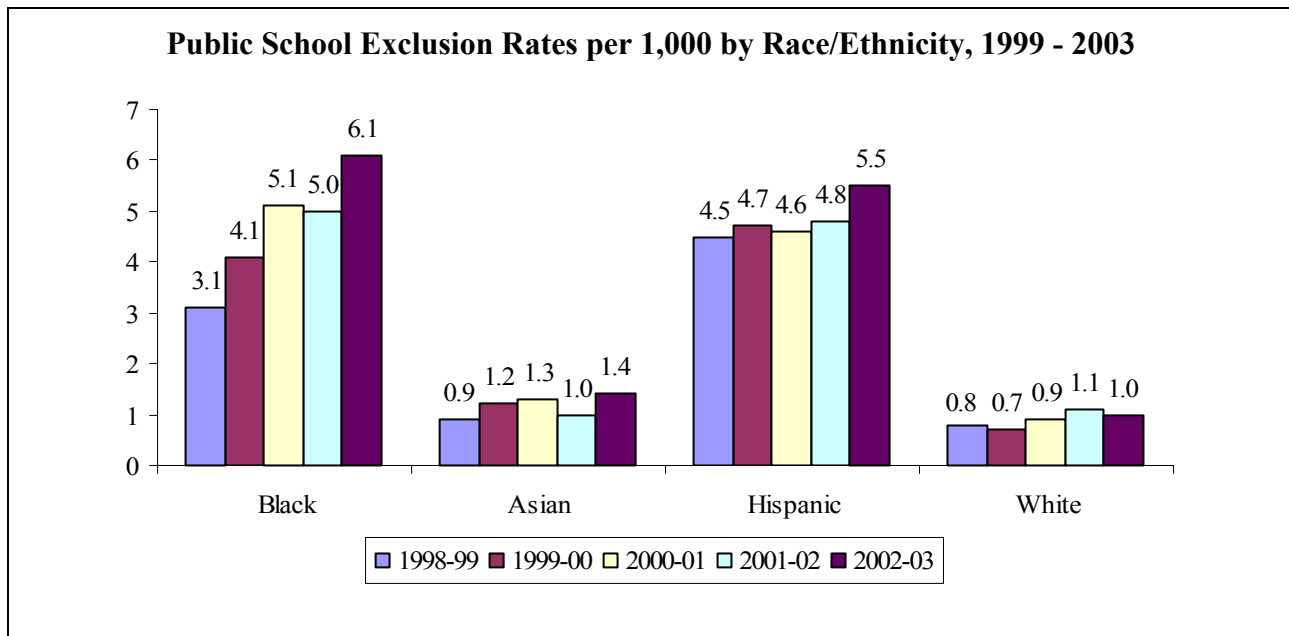
### 3. TO ADDRESS RACIAL DISPARITIES IN THE JUVENILE JUSTICE SYSTEM

**The Problem:** In Massachusetts there are racial disparities in the juvenile justice system, a problem that is not unique to our state. In fact, all states in the nation are required by the Juvenile Justice and Delinquency Prevention Act to address these disparities, called disproportionate minority contact (DMC). Recent data show that while minority youth accounted for only 24% of the juvenile population in Massachusetts (2005), they made up approximately 61% of the juveniles sent to alternative lockup programs (2004), 57% of the secure detention placements (2006), 45% of the probation placements (2005), 59% of the DYS commitments (2006), and 62% of the total DYS committed population (on January 1, 2006).



Sources: Puzzanchera, C., Finnegan, T. and Kang, W. (2006). "Easy Access to Juvenile Populations;" Office of the Commissioner of Probation, 2006; Department of Youth Services, 2006; Executive Office of Public Safety, Programs Division, 2005; Boston Overnight Lockup, 2005. "New Detentions" and "New DYS Commitments" include juveniles who were previously committed to DYS.

Minority youth in Massachusetts are also at greater risk than white youth in a number of other areas. For example, minority youth are overrepresented in the populations of youth who dropout of school (MA Department of Education, 2005), are excluded from school (2004), get pregnant (MA Department of Public Health, 2004), and are living below the federal poverty income level (National Center for Children in Poverty, 2006). While minority youth make up 24% of the youth population (2005), they made up 45% of the school dropouts (2005), 51% of the children in foster care (2004), and 61% of the students who are excluded from school (2003). School exclusions are especially problematic since the exclusion rate for minority youth has been increasing at a much higher rate than for white students over the past few years. During the 2002-03 school year, the black student exclusion rate was approximately 6 times greater than the white exclusion rate, and the Hispanic exclusion rate was approximately 5.5 times greater than the white exclusion rate (MA Department of Education, 2004).



Source: Massachusetts Department of Education, 2002 and 2004.  
Exclusion rates represent instances of exclusion per 1,000 students enrolled as of October 1.

The causes of racial disparities in the juvenile justice system are complex and most likely results from a variety of factors. In the 1990s, the EOPS commissioned three reports on DMC, which concluded that racial disparities were found throughout the juvenile justice system in Massachusetts. However, the studies did not conclude that the juvenile justice system operated in a biased manner toward minority youth.

Massachusetts needs a better data collection system and more research to gain a better understanding of the causes of DMC. Currently, important court level decisions are not collected by race and ethnicity (such as complaint filed, youth diverted, youth arraigned, youth indicted as youthful offenders, etc.) and arrest data is incomplete and difficult to access and interpret.<sup>11</sup> This data is not only necessary for better understanding of DMC, but it is also a requirement of the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (US Department of Justice, 2006). So not only is DMC a problem, but the fact that Massachusetts is unable to measure the extent of DMC as required by the JJDP Act leads to two significant disadvantages. First, a lack of appropriate data by race/ethnicity prevents us from evaluating the effectiveness of programs we fund to reduce DMC. Second, the lack of race/ethnicity data puts the Commonwealth at risk of losing JJDP Act Formula Grant Funds.<sup>12</sup>

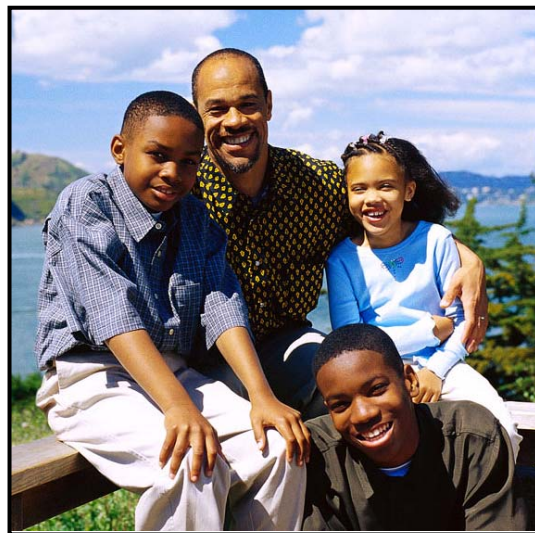
**The JJAC's Response:** The JJAC's most active subcommittee is the DMC Subcommittee. The Executive Office of Public Safety also employs a full-time DMC Reduction Specialist. The main DMC reduction goals for 2006 were the following: to fund projects aimed at reducing DMC; to educate the

<sup>11</sup> Crime reporting is voluntary in Massachusetts (Massachusetts State Police, 2002) and not all jurisdictions report their data to the Massachusetts Crime Reporting Unit. Because of this, it is difficult to look at absolute numbers of arrests from year to year since the number of jurisdictions reporting can change. Also, not all jurisdictions report whether the arrestee is Hispanic. Hispanic youth are the largest minority group in Massachusetts and are overrepresented in the juvenile justice system. Finally, it is often difficult to access data once it is sent to the Massachusetts Crime Reporting Unit due to low staffing levels able to respond to the many requests.

<sup>12</sup> See page 10 for more information about the Juvenile Justice and Delinquency Prevention Act.

public and juvenile justice stakeholders and decision-makers about DMC; to improve the identification, assessment monitoring and evaluation of DMC; and to improve systems analysis and change. The subcommittee made much progress toward its goals. Some examples of accomplishments are:

- Funded two projects designed specifically to reduce DMC: 1) Robert F. Kennedy Children's Action Corps Detention Diversion Advocacy Program and 2) Juvenile Defense Network of the Committee for Public Counsel Services (descriptions on pages 36 and 38).
- Funded the Juvenile Detention Alternatives Initiative to facilitate a collaborative systems change process designed to reduce the over-reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court.
- Targeted Challenge and Formula grant funds toward prevention, intervention and aftercare programs aimed at reducing minority contact with the juvenile justice system.
  - Funded five youth-serving programs with Challenge Grant funds (ran July 1, 2005-June 30, 2006). 352 at-risk youth were served, 88% were minority.
  - Funded 17 youth-serving programs with Formula Grant funds (ran October 1, 2005-September 30, 2006). Over 2,000 youth were served, 78% were minority.
- The JJAC organized a series of five forums to discuss juvenile detention and DMC across the state. These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07). The forums were designed to provide an opportunity for juvenile justice stakeholders and decision-makers to discuss the issue of pre-adjudication detention and the overrepresentation of minority youth at this "front door" to the juvenile justice system. The engagement and feedback from these groups was significant, and many ideas were generated (see page 24).
- The DMC Subcommittee of the JJAC and the DMC Reduction Specialist at the EOPS facilitated discussions and presentations focused specifically on DMC. Events occurred at the Worcester Public Library (12/13/05), at Bridgewater State College (12/16/05), and at the Middleboro Youth Advocates meeting in the Town of Middleboro (1/19/06). Discussions involved representatives from police, Department of Social Services, District Attorney's offices, Department of Youth Services, public schools, probation departments, judges, community based organizations, religious organizations, and community coalitions.
- Developed a one-page easy-to-understand document about DMC, the JJAC, and the DMC Subcommittee.
- Developed and distributed statewide, county-specific, and city-specific materials about DMC to individuals who attended DMC discussions and to 682 Massachusetts bar advocates.
- The DMC Subcommittee has met with the Juvenile Court and Probation to discuss the need for data collection by race/ethnicity.



#### 4. TO IMPROVE ACCESS TO JUVENILE JUSTICE DATA TO INFORM POLICY AND PROGRAM DECISIONS

**The Problem:** The JJAC does not have access to complete and/or consistent data related to juvenile issues. This leads to many disadvantages including difficulties in determining need, challenges in measuring program effectiveness, and risk of losing federal funding due to noncompliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDP). There are three primary data challenges in Massachusetts:

1. Arrest reporting data is incomplete and difficult to access. Crime reporting is voluntary in Massachusetts (Massachusetts State Police, 2002) and not all jurisdictions report their data to the Massachusetts Crime Reporting Unit. Because of this, it is difficult to look at absolute numbers of arrests from year to year since the number of jurisdictions reporting can change. Also, not all jurisdictions report whether the arrestee is Hispanic. Hispanic youth are the largest minority group in Massachusetts and are overrepresented in the juvenile justice system. Finally, it is often difficult to access data once it is sent to the Massachusetts Crime Reporting Unit due to low staffing levels able to respond to the many requests.
2. Tracking individual cases throughout the system is very difficult. In Massachusetts, there is no integrated system for tracking individual juveniles across agencies, and most of the data systems do not “talk to each other” or interface. This greatly limits the types of analyses that can be performed and limits our understanding of how youth move through the juvenile justice system in the state.
3. Race/Ethnicity data is difficult to report, collect and interpret. Different agencies have different reporting mechanisms, and some agencies have unverified race/ethnicity data, which they choose not to share with researchers or other agencies.

Decision Points for which the federal Office of Juvenile Justice & Delinquency Prevention (OJJDP) Requires States to Submit Race/Ethnicity Data	Race/Ethnicity Available for at Least One County in Massachusetts	Race/Ethnicity Available for All Counties in Massachusetts	Race/Ethnicity Available Statewide
Arrests	No	No	No
Refer to Juvenile Court (Complaint Filed)	No	No	No
Cases Diverted	Yes	No	No
Cases Involving Secure Detention	Yes	Yes	Yes
Cases Petitioned (Charge Filed, Arraignment)	No	No	No
Cases Resulting in Delinquent Findings*	Yes*	Yes*	Yes*
Cases resulting in Probation Placement	Yes	Yes	Yes
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities**	Yes**	Yes**	Yes**
Cases Transferred to Adult Court***	Yes***	No	No

\* “Cases Resulting in Delinquent Findings” is estimated using the sum of the cases resulting in risk/need probation placement and the cases resulting in confinement in secure juvenile correctional facilities (commitment to DYS).

\*\* “Cases Resulting in Confinement in Secure Juvenile Correctional Facilities” is defined in Massachusetts as commitment to the Department of Youth Services (DYS) since almost all youth committed to DYS spend at least some time being held securely after adjudication.

\*\*\* Massachusetts has no transfer statute. “Cases Transferred to Adult Court” is defined as individuals indicted as youthful offenders. While this is not the same as “transferred to adult court” is essentially the “next level” of system involvement.

There are many problems that this lack of data creates, including the following:

1. In order to receive the full JJDP Formula Grant award, states are required to address disproportionate minority contact (DMC) in their juvenile justice systems. Part of DMC compliance includes submitting the numbers of youth by race at each decision-point in the juvenile justice system in order to measure DMC (see chart above) (US Department of Justice, 2006). For

the last few years, Massachusetts has submitted incomplete data. The JJAC and the EOPS have been unable to get the required race data for the decision-points involving arrest and the courts.

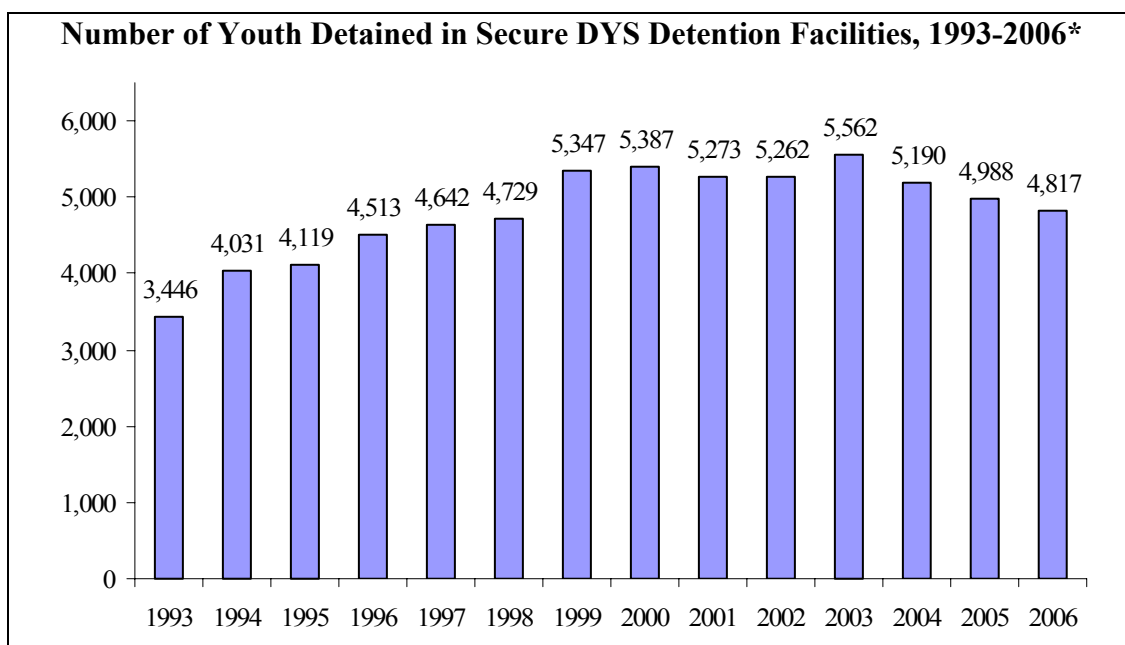
2. In addition to identifying where DMC exists, states also must assess why minority youth are overrepresented at these points (DMC Assessment Phase) in order to maintain compliance with the JJDP (US Department of Justice, 2006).
3. Aside from federal requirements, the lack of access to juvenile justice data makes it challenging to identify problems and design appropriate strategies to address them. For example, the lack of juvenile justice data by race/ethnicity impedes efforts to reduce DMC. According to the OJJDP, states are supposed to first measure DMC, then assess why it is occurring, then implement programs to reduce it, then measure the impact (US Department of Justice, August 2006). Unfortunately, Massachusetts is currently unable to do this, and instead targets DMC reduction programs by using its best judgment and incomplete data. For example, our data tell us that there is an overrepresentation of minority youth being sent to secure detention. Because of this, the JJAC has decided to focus one of its DMC reduction programs at providing alternatives to secure detention for minority youth. We believe this program is positively impacting DMC. However, since we do not know the actual cause of the overrepresentation or even where the overrepresentation is most pronounced (at arrest, at complaint filing, at arraignment, at the actual detention decision, etc.) we are unable to determine where the real problem lies and whether this is the best strategy for reducing DMC in secure detention.
4. Lack of data also makes measuring the effectiveness of DMC reduction programs nearly impossible. For example, not knowing the racial makeup of the youth being arraigned prevents us from determining the levels of racial disparity at the detention placement decision-point and how the levels change when a program is implemented. Knowing the numbers of youth being sent to Juvenile Court by race/ethnicity is vital to measuring changes in DMC.

**The JJAC's Response:** Data collection is a difficult issue to tackle. While data is frequently collected locally, it is then sent to a central location where its dissemination is centrally controlled. While some information is easily obtained such as risk/need probation placements, DYS detentions, and DYS commitments, other information has proved to be more difficult to acquire. JJAC accomplishments toward this area of focus are as follows:

- The JJAC provided Formula Grant funding to the Massachusetts Department of Youth Services (DYS) to implement a replication of the Juvenile Detention Alternatives Initiative. A large component of this initiative is to make data-driven change. The Juvenile Detention Alternatives Initiative focuses on data, and the JJAC hopes that the initiative will be a catalyst for data improvement.
- The DMC Subcommittee has initiated discussions with the Administrative Office of the Juvenile Court and the Office of the Commissioner of Probation in order to discuss data collection. In addition to addressing the data needs, the JJAC has created and distributed documents with existing juvenile justice data to many juvenile justice stakeholders such as community based organizations, state agencies, judges, district attorneys, and public defenders.
- The JJAC sent the DMC Reduction Specialist to a specialized training on DMC, where she was trained in DMC data analysis.
- The JJAC increased awareness of the data collection challenges facing Massachusetts. At each of the Detention Forums, arrest and secure detention (both pre- and post-arraignment) data was presented at and access to data was discussed. Participants in each of the forums felt that efforts should be made to require racial information within the juvenile justice system and that consistent data collection should be pursued either legislatively or through regulation.

## 5. TO IMPROVE ACCESS TO ALTERNATIVES TO SECURE DETENTION

**The Problem:** M.G.L. c. 276, sec. 58 states that a person before the court shall be admitted to bail on personal recognizance unless it is determined that such a release will not reasonably assure the appearance of the person before the court. In addition, M.G.L. c. 276, sec. 58a allows for a person to be held without bail if it is determined after a full hearing that a danger would be posed to any person or the community if the youth were released. However, in meetings and discussions with juvenile justice stakeholders in various areas of the system, the JJAC has heard concern that judicial bail decisions may be influenced by other factors, including a lack of access to mental health or substance abuse programs and a lack of available Department of Social Services (DSS) placements. In 2005, 44% of detained youth were held on just a misdemeanor offense, and the October 2006 DYS detention census showed that 22% of all DYS detainees were age 14 or under (DYS Juvenile Detention Alternatives Initiative presentation, 2006).



\*chart does not include juveniles previously committed to DYS custody.  
Source: Massachusetts Department of Youth Services, 2006.

This reliance on detention, while appropriate in many cases, has serious implications for effectively servicing court involved youth:

- Detention mixes youth that have less serious levels of offending with youth that have more serious levels of offending. Lower offending youth who are placed in a secure detention setting are likely to make new friends that are negative influences, learn new crime-related skills, break new social taboos, and develop a criminal identity (Holman & Ziedenberg, 2006).
- Detention separates youth from their families and support systems, causing additional stress to youth who may already be suffering from depression or other mental illness (Holman & Ziedenberg, 2006).
- Detention disrupts the continuity of the child's involvement in school and community-based activities (Austin, Johnson, & Weitzer, 2005). For example youth can have their case closed by their outpatient counselor or prescribing doctor after missing 2-3 sessions and get put back on the waiting list. In addition, youth could lose their place on a team or club and fall behind in school. There is also the possibility of having any out-of-home placement changed because the youth was detained too long and the placement bed was needed for another child.



- Detention increases the likelihood that children will be placed out of their homes in the future, even when controlling for offense, prior history and other factors (Rust, 1999).

In addition to all of the above reasons for addressing detention utilization, minority youth are overrepresented in secure detention placements, which may lead to greater racial disparities as youth progress through the system. Detention is not a therapeutic environment or a gateway to treatment and should only be used when absolutely necessary. There is a need for better access to appropriate alternatives to secure detention that will meet the needs of “high-need” youth, who are not necessarily “high risk.”

### **The JJAC’s Response:**

There are four main activities that demonstrate the JJAC’s commitment to detention reform in the past year:

- 1) The JJAC organized a series of five forums to discuss juvenile detention (both pre-arraignment and post-arraignment) across the state. These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07). Recommendations from each of the groups were significant, clear and helpful. At each of the forums, participants created goals and quick action steps to reach those goals. Goals included the following: create alternatives to secure detention available to judges at arraignment; improve collaboration across the system; establish a single person/point of contact in each court who represents all social services (see page 24).
- 2) The JJAC provided JJDPA Formula Grant funding to the Massachusetts Department of Youth Services (DYS) to implement a replication of the Juvenile Detention Alternatives Initiative (JDAI). DYS has started to use this model to facilitate a collaborative systems change process that uses evidence-based principles to design and implement a strategy to reduce the over-reliance on secure detention for youth awaiting resolution of matters pending before the juvenile court and to develop an array of alternative placements (see page 38).
- 3) The JJAC provided JJDPA Formula Grant funding for the 3-year Detention Diversion Advocacy Program (DDAP) run by the Robert F. Kennedy Children’s Action Corps to reduce the number of minority youth being sent to secure detention from the Dorchester Juvenile Court. This alternative-to-detention program utilizes short-term intervention (6-8 weeks) and provides intensive case management services to youth who would otherwise be sent to a secure detention facility while waiting resolution of their case (see page 36).
- 4) The JJAC’s newest subcommittee is the Alternatives to Detention Subcommittee. The Alternatives to Detention Subcommittee hold meetings to discuss how to reduce the numbers of youth being placed in secure detention each year.



## **JJAC Highlight: Regional Detention Forums**

From December 2006 to February 2007, the JJAC hosted a series of five detention forums across Massachusetts. The forums were designed to provide an opportunity for juvenile justice stakeholders and decision-makers to discuss the issue of pre-adjudication secure detention and the overrepresentation of minority youth at this “front door” to the juvenile justice system. The forums were held in Brockton (12/7/2006), Springfield (12/8/2006), Lawrence (2/7/2007), Worcester (2/8/2007), and Boston (2/9/2007) and were facilitated by a professional facilitator provided through the Office of Juvenile Justice and Delinquency Prevention (OJJDP). Over 200 juvenile justice decision-makers and stakeholders attended the forums including Juvenile Court judges, chief probation officers, the Department of Youth Services (DYS) Commissioner, police officers, public defenders, and representatives from District Attorney’s Offices, DHS, the Department of Social Services (DSS), the Department of Mental Health (DMH), Juvenile Court Clinic, public schools, and community based organizations.

The engagement and feedback from these groups was significant. Many ideas were generated, including both problem identification and solutions to the identified problems. Some of the problems the groups identified included the following:

1. There is a population of youth with multiple issues (who may be associated with different agencies) who are sent to DHS detention by default because more appropriate placements are either not immediately accessible or not available. Placement in a secure detention facility can be detrimental to youth and should only be used when necessary. It appears that detention is being overused for youth with nowhere else to go. Youth who are sent to secure detention because of a lack of more appropriate placements can fall through the cracks and do not get appropriate mental health, education, substance abuse and social services.
2. There is a lack of consistent data collection and understanding of data at each point of contact. Race/ethnicity data is one example of a missing data point at many levels of the system.
3. Juveniles are different than adults and bail conditions should be different than those for adults.
4. Leadership must be developed to have a sustainable system-wide improvement in the way we detain youth.

Solutions included the following:

- Alternatives to secure detention should be made available to judges at arraignment. These alternatives should be immediately accessible, meet the juvenile’s needs, and be culturally competent. These programs should be used for juveniles who would otherwise be sent to a secure detention facility without them. There were many ideas that were generated about what these alternatives should entail, including both residential and non-residential placements, mental health services, substance abuse services, education, job placement, and support for the family.
- There should be a triage person at court that is from the Executive Office of Health and Human Services to navigate services and find appropriate placement for youth as alternatives to secure detention.
- Efforts should be made to require racial data to be collected and available for analysis within the system (at a minimum including black, white, Hispanic, Asian and other). Consistent data collection should be pursued either legislatively or through regulation for the main juvenile justice contact points including arrest, delinquency complaint, arraignment, and disposition.
- Efforts should be undertaken to ensure that public defenders and juvenile justice system participants in general have a clear understanding of how bail is used on Massachusetts.
- The bail statute should be reviewed and modified if necessary as it pertains to juveniles.

The JJAC hopes to utilize the information gathered in the forums to formulate funding decisions and to develop future juvenile justice initiatives. The JJAC also hopes that the forums helped to generate interest in juvenile justice systems reform and that it complements other initiatives already in existence such as the Juvenile Detention Alternatives Initiative (JDAI). For more information see appendix #4.

## 6. TO INCREASE AWARENESS AND UNDERSTANDING OF SEVERAL KEY ISSUES IN JUVENILE JUSTICE POLICY AND PRACTICE AMONG ELECTED OFFICIALS, JUVENILE JUSTICE DECISION-MAKERS, AND THE GENERAL PUBLIC

**Problem:** There is a need to promote understanding and awareness of several key issues in juvenile justice policy and practice among elected officials, appointed officials, policymakers, and the general public. This is vital in addressing the five other problem statements. The JJAC needs to do more to educate and lead on issues such as alternatives to detention, juvenile mental health, data collection, disproportionate minority contact (DMC), and the alternative lockup programs.

**The JJAC's Response:** The JJAC posts information about its meetings online and makes all of its meetings open to and accessible to the public. In addition, JJAC members have reached out to state agencies to discuss current issues such as data collection and alternative lockup programs. The following significant events also occurred:

- The JJAC organized a series of five forums to discuss juvenile detention and DMC across the state. These forums occurred in Brockton (12/6/06), Springfield (12/7/06), Lawrence (2/7/07), Worcester (2/8/07) and Boston (2/9/07). The forums were designed to provide an opportunity for juvenile justice stakeholders and decision-makers to discuss the issue of pre-adjudication detention and the overrepresentation of minority youth at this “front door” to the juvenile justice system. The engagement and feedback from these groups was significant, and many ideas were generated (see page 24).
- The DMC Subcommittee of the JJAC and the DMC Reduction Specialist at the EOPS facilitated discussions and presentations focused specifically on DMC. Events occurred at the Worcester Public Library (12/13/05), at Bridgewater State College (12/16/05), and at the Middleboro Youth Advocates meeting in the Town of Middleboro (1/19/06).
- The JJAC hosted a presentation by Dr. Ross W. Greene and Dr. J. Stuart Ablon from the Collaborative Problem Solving Institute at Massachusetts General Hospital on May 10, 2006. The presentation focused on the how best to work with youth that have oppositional defiant disorder and conduct disorder and how to prevent explosive outbursts. Approximately 40 people attended the presentation including the Chief Justice of the Juvenile Court, the Commissioner of the Department of Youth Services, public defenders, and other juvenile justice stakeholders.



## Funding Received from the Office of Juvenile Justice and Delinquency Prevention

The JJAC is involved in deciding how to spend certain funds that the Massachusetts Executive Office of Public Safety receives from the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP). The JJAC participates in the development of the Three-Year Plan submitted to the OJJDP, helps to write grant solicitations, and reviews project applications from across the state.

Over the past six years, funds from the OJJDP to states have been declining due primarily to reductions in the federal budget for these particular programs and also due to federal earmarks.<sup>13</sup> The JJAC and the EOPS make every effort to maximize the impact of these funds by targeting them toward effective programs in high-need communities. Unfortunately, the JJAC and the EOPS have been forced to take responsibility for funding compliance with the Juvenile Justice and Delinquency Prevention Act (JJDA) core requirement to remove juveniles from police lockups since the state has not taken responsibility for funding this important part of the system.<sup>14</sup> The alternative lockup programs, which provide an alternative placement for youth who must be removed from police lockups while awaiting arraignment, drain approximately \$1.4 million away from the funds available to the JJAC for innovative prevention, aftercare, and system improvement programs yearly.

	Formula	Title V	Challenge	JABG	Total
<b>2001</b>	\$1,376,912	\$742,000	\$162,000	\$4,601,750	<b>\$6,882,662</b>
<b>2002</b>	\$1,368,000	\$522,760	\$157,000	\$3,840,077	<b>\$5,887,837</b>
<b>2003</b>	\$1,202,000	\$0	\$247,000	\$2,958,800	<b>\$4,407,800</b>
<b>2004</b>	\$1,287,000	\$272,000	\$0	\$978,100	<b>\$2,537,100</b>
<b>2005</b>	\$1,255,500	\$274,000	\$0	\$888,800	<b>\$2,418,300</b>
<b>2006</b>	\$1,100,000	\$56,250	\$0	\$784,263	<b>\$1,940,513</b>

Chart compiled by the MA Executive Office of Public Safety, 2006.

The OJJDP grant programs include:

- **JJDA Formula Grant:** The Formula Grant program supports state and local delinquency prevention and intervention efforts and juvenile justice system improvements. The OJJDP awards Formula Grants to states on the basis of their proportionate population younger than age 18. In order to receive Formula Grant funds, states must establish a State Advisory Group (the Massachusetts State Advisory Group is the JJAC) and commit to achieve and maintain compliance with the Juvenile Justice and Delinquency Prevention Act (JJDA) four core requirements: 1) to deinstitutionalize status offenders, 2) to separate juveniles from adult offenders, 3) to remove juveniles from adult jails and police lockups and 4) to address disproportionate minority contact. If a state in any year fails to demonstrate compliance with any of the four core requirements, its JJDA Formula Grant is subject to a 20% reduction for each requirement for which noncompliance occurs. Without a waiver from the OJJDP Administrator, the state must agree to use 50% of their allocation for the fiscal year in which the penalty takes effect to achieve compliance (Hsia, 2004). In 2006, the OJJDP found Massachusetts to be in compliance with the core requirements, and Massachusetts received \$1.1 million in Formula Grant funds.

<sup>13</sup> While overall funding cuts are mostly to blame for the decrease in funding, the massive number of earmarks has definitely impacted the Title V program funding.

<sup>14</sup> See page 10 for more information about the core requirements of the JJDA.

- **Juvenile Accountability Block Grant (JABG):** Through the JABG program, funds are provided as block grants to states for programs promoting greater accountability in the juvenile justice system. Unfortunately, in Massachusetts all of the JABG funds are used to support compliance with the JJDPa core requirement to remove juveniles from adult jails and police lockups, since this service is not currently funded by state or local funds.<sup>15</sup> In Massachusetts, JABG funds are used for alternative lockup programs (pre-arraignment secure detention) that provide an alternative place to securely detain youth who have been arrested and are awaiting arraignment. The JJAC has been funding these alternative lockup programs both because it cares about the safety of youth and because it wants to maintain compliance with the JJDPa in order to qualify for the full JJDPa Formula Grant award. However, the JJAC strongly believes that the Commonwealth of Massachusetts should support jail removal and pre-arraignment detention programs with its own budget. In 2006, Massachusetts received \$784,263 in JABG funds.
- **Title V:** Title V is a delinquency prevention and early intervention program for communities that comply with the Juvenile Justice and Delinquency Prevention Act (JJDPa) core requirements. Local applicants illustrate risk-focused prevention efforts based on the assessment of risk factors associated with the development of juvenile crime. Working from a research-based framework, grantees focus on reducing risks and enhancing protective factors to prevent youth from entering the juvenile justice system. The funding incentive encourages community leaders to initiate multidisciplinary assessments of risks and resources unique to their communities and to develop comprehensive, collaborative plans to prevent delinquency. In 2006, Massachusetts received \$56,250 in Title V funds.

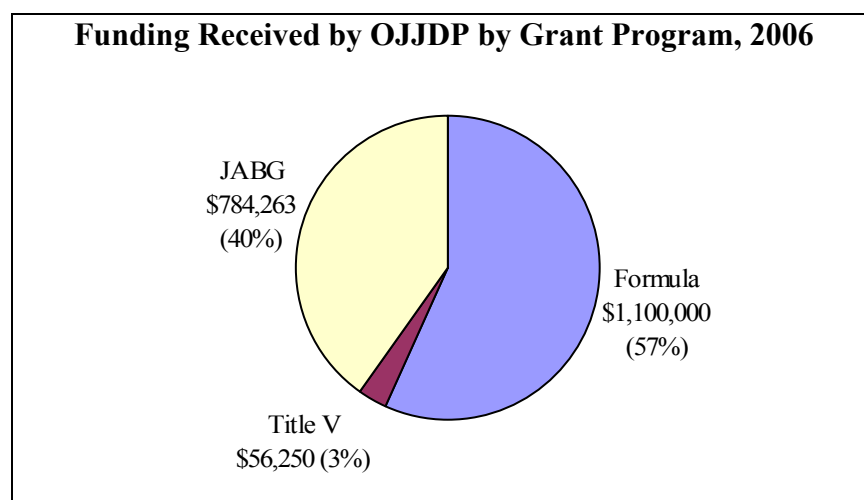


Chart compiled by the MA Executive Office of Public Safety, 2006.

- **Challenge:** The Challenge program is designed to assist states in the improvement of their juvenile justice systems. Ten specified activities are available for programming. Massachusetts chose the following three activities: aftercare, gender-specific services, and alternatives to school suspension and expulsion. The last year of funding for this program was 2003.<sup>16</sup>

<sup>15</sup> Except for in the City of Boston.

<sup>16</sup> While the last year of Challenge Grant funding from OJJDP was 2003, Massachusetts made its last awards with the 2003 Challenge funds for programs that ran from July 1, 2005 to June 30, 2006.

## Massachusetts Programs Funded in 2006 with Formula, Title V and Challenge Grant funds

During 2006, Formula Grant, Title V Grant, and Challenge Grant funds supported delinquency prevention and juvenile justice system improvement programs in high-risk communities across the state. Grant funds were awarded through a competitive process that took into consideration many factors including juvenile justice and delinquency prevention needs, program design, capacity of implementing organizations, sustainability, measurement/evaluation, potential for disproportionate minority contact (DMC) reduction, utilization of a youth development model, and budget.

**Formula Grant:** Formula Grant funded programs focused on the following program areas: aftercare/reentry, alternatives to secure detention, delinquency prevention, diversion, gender-specific services, disproportionate minority contact (DMC) reduction, mental health services, school programs, and substance abuse. The JJAC awarded \$1.7 million in Formula Grant funds to programs that ran from October 1, 2005 to September 30, 2006 and \$880,000 in Formula Grant Funds to programs that ran from October 1, 2006 to September 30, 2007.<sup>17</sup> In addition, there was one \$345,000 three-year program that ran during both program periods. The Formula Grant award also funded a full-time Juvenile Justice Specialist, a full-time Compliance Monitor, and a full-time DMC Reduction Specialist at the EOPS.

**Title V:** The Title V Program is dedicated to delinquency prevention efforts initiated by a community-based planning process. Programs must be geared toward at-risk juveniles in an effort to prevent them from entering the juvenile justice system or toward early intervention programs targeting juveniles with first-time and non-serious offenses. Communities are funded for three years and are required to provide a 50-percent match and use an evidence-based delinquency prevention program. From October 1, 2005 to September 30, 2006, four Title V programs were being implemented utilizing \$172,766 in Title V funds. In October 2006, one additional program was awarded for a total of five programs utilizing \$226,206.

**Challenge:** From July 1, 2005 to June 30, 2006, five Challenge Grant programs were being implemented utilizing \$228,777 of the last Challenge Grant award from the OJJDP. These five grantees implemented programs that provided aftercare services to systems-involved youth, reduced school suspensions and expulsions, and focused on gender-specific issues.

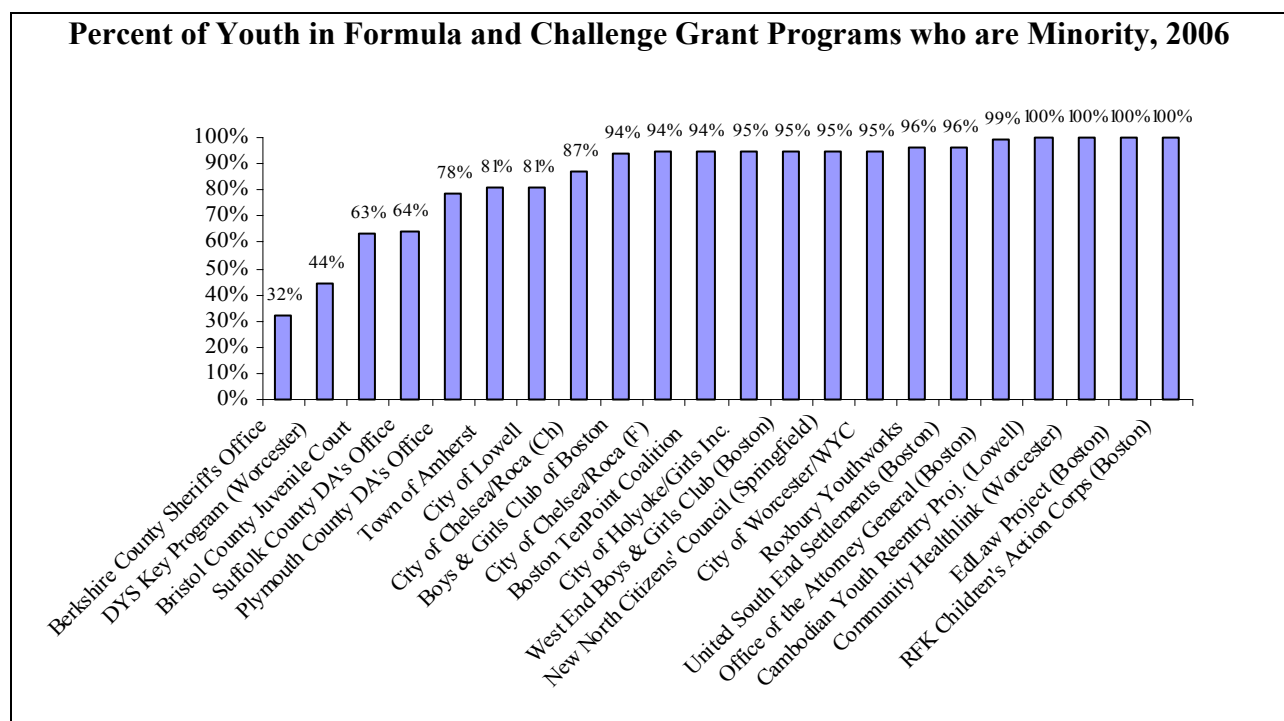
**Addressing Racial Disparities in the Juvenile Justice System with Formula, Title V, and Challenge Funds:** The JJAC has set up its granting process so that almost all of the programs supported with Formula Grant, Title V Grant and Challenge Grant funds address racial disparities in the juvenile justice system, which is called disproportionate minority contact (DMC). Most funded

*Seventeen year old girl was referred to us...She came to us a troubled teen, on probation, high school drop out, daily marijuana use, gang affiliated, no ambition, and conflict at home. Getting her motivated was a chore, but once she became actively involved with the program, she began to excel. She has returned to school this fall as a sophomore, she no longer finds solace in gang affiliation and/or activity, her marijuana use has decreased, and she is getting along much better at home. Today when we look at her we see a young lady filled with hope, someone willing to make the necessary efforts to change. We are pleased with her progress, however we know and understand that she has a long way to go.*

*- Formula Grantee*

<sup>17</sup> Some program had extended program periods and ran for longer than one year.

programs aim to reduce DMC by focusing effective prevention, intervention and aftercare programs to at-risk minority youth in high-risk communities. In the majority of our youth-serving Challenge and Formula Grant programs in 2006, over 90% of the youth served were minority (see chart below). By targeting effective programs toward our most at-risk minority youth, the JJAC hopes to reduce DMC in the state. In addition, the JJAC funded three programs aimed at system-improvement to reduce racial disparities. The first of these programs is the Juvenile Defense Network implemented by the Youth Advocacy Project of the Committee for Public Counsel Services, which aims to improve representation of indigent juvenile clients in court. The other two programs focused on secure detention. The Detention Diversion Advocacy Program is implemented by the Robert F. Kennedy Children's Action Corps and aims to improve the system by providing alternatives to secure detention for youth with cases at the Dorchester Juvenile Court. The Juvenile Detention Alternatives Initiative is implemented by the Massachusetts Department of Youth Services to facilitate a collaborative systems change process to design and implement a strategy that reduces over-reliance on juvenile detention.



The City of Chelsea/Roca received both a Formula Grant (F) and a Challenge Grant (Ch).

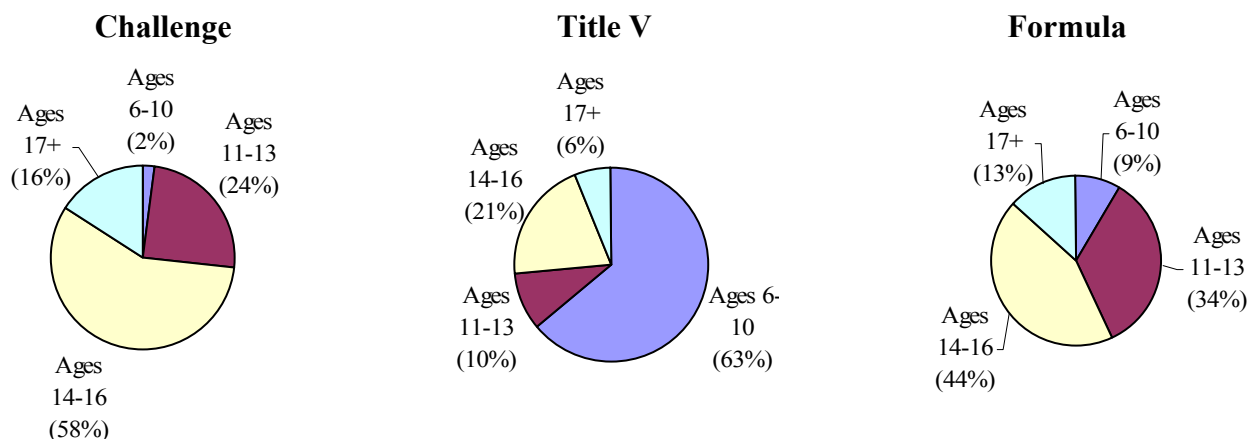
Source: MA Executive Office of Public Safety Formula Grant Programmatic Quarterly Reports, October 1, 2005-September 30, 2006; and MA Executive Office of Public Safety Challenge Grant Programmatic Quarterly Reports, July 1, 2004 - June 30, 2005 (some Challenge grants ran later than June 30, 2005).

**Implementing Youth Development Models with Formula, Title V, and Challenge Funds:** At the annual JJAC retreat in 2005, the JJAC voted to adopt a youth development model. In addition to adopting the model as a committee, the JJAC now requires grant applicants to utilize a youth development model in their programs. For example, in the 2006 Formula Grant application, 15% of the points on the grant application were allotted to the ability to incorporate a youth development model throughout all programming (see Appendix #1).

**Age and Gender of Youth in Formula, Title V, and Challenge Programs:** The youth served by the Formula, Title V and Challenge Grant funded programs varied by age during that past year. In 2006, 63% of the youth served by Title V funds were under the age of 11, while only 9% of the youth served by Formula Grant funds and 2% of the youth served by Challenge Grant funds were under this age.

This is most likely because the Title V program is geared exclusively toward prevention in Massachusetts.

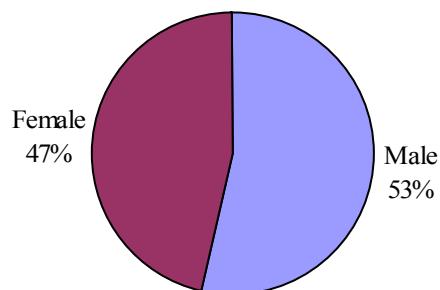
### Formula, Title V and Challenge Grant Funded Programs by Age, 2006



Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety by Grantees. Program period for Challenge Grants was July 1, 2005-June 30, 2006. Program period for Title V was October 1, 2005-September 30, 2006. Program period for Formula Grant was October 1, 2005-September 30, 2006.

The gender of the youth served in the Formula, Title V and Challenge Grant funded programs ranged from 100% female to 100% male. However, overall in the three programs, 53% of the youth served were male and 47% were female.

### Formula, Title V and Challenge Grant Funded Programs by Gender, 2006



Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety by Grantees. Program period for Challenge Grants was July 1, 2005-June 30, 2006. Program period for Title V was October 1, 2005-September 30, 2006. Program period for Formula Grant was October 1, 2005-September 30, 2006



Brief descriptions of the Formula, Challenge and Title V funded programs that ran from October 1, 2005 to September 30, 2006 or from July 1, 2005 to June 30, 2006 are provided below (pages 31 to 38). Regions include: Western Massachusetts, Southeastern Massachusetts, Northeastern Massachusetts, Central Massachusetts, Boston, and Statewide.

<b>Grantee (Award Amount and Award Type)</b>	<b>Primary Area served</b>	<b>Project Description/Youth Served</b> Programs that have been chosen from approved lists of scientifically proven prevention and intervention programs are described here as "model programs." <sup>18</sup> For more information about model programs, please see Appendix #2.	<b>Results<sup>19</sup></b>
<b>Western Massachusetts</b>			
Berkshire County Sheriff's Office (\$160,000 Formula)	City of Pittsfield	Expanded the Berkshire County Juvenile Resource Center (JRC) truancy intervention and suspension/expulsion alternatives program. Youth who are suspended from school attend programming at the JRC, which includes referrals to social services providers, homework help, and participation in the model All Stars program. Suspended students remain current with in-school course work for which they receive credit. Also ran "Summer of Success" program for 9 <sup>th</sup> grade students that failed Math and English. <i>Served 462 youth (55% male, 45% female; 68% white, 21% black, 11% Hispanic).</i>	After running this program for three years, school attendance is up 18%, out-of-school suspensions are down 72%, and matriculation rates are up 32%.
City of Holyoke/Girls Inc. of Holyoke (\$92,397 Formula)	City of Holyoke	Implemented Responding in Peaceful Ways (RiPP), a model program designed to reduce youth violence by providing youth with conflict resolution strategies and skills. The curriculum consists of social/cognitive problem solving with real-life skill-building opportunities that embrace principles of youth development through peer mediation. Supplemental activities were also planned that served to increase pro-social bonding and provide youth with other experiential learning opportunities. A total of 24 girls were served directly by the program and 19 of the girls were trained to be peer mediators. <i>Served 24 youth (100% female; 74% Hispanic, 11% black, 5% white, 5% Asian, 5% other).<sup>20</sup></i>	Participants demonstrated a positive change in behavior toward conflict since joining the program. None of the girls who regularly attended programming got into a physical fight in the last quarter. Girls who were on probation when they joined the program have been released since becoming a part of the program. All of the girls exhibited an increase in self-esteem and an improvement in body image, 94% exhibited an improvement in family relationships, and 60% exhibited an improvement in the perception of social support
New North Citizens' Council, Inc. (\$147,921 Formula)	City of Springfield	Implemented the Springfield Triangle Project, a collaboration between three community organizations in Springfield to implement the model All Stars program in five schools and two community centers in three high risk neighborhoods. The All Stars program is designed to prevent high-risk behaviors including substance abuse, violence, delinquency, and premature sexual activity. <i>Served 277 youth (38% male, 62% female; 51% black, 41% Hispanic, 5% white, 1% Asian, 2% other).</i>	By the end of 4 <sup>th</sup> quarter, 80% of youth exhibited an increase in school attendance and 95% exhibited a decrease in antisocial behavior.

<sup>18</sup> Many come from the OJJDP Model Programs Guide or the United States Department of Health and Human Services Substance Abuse and Mental Health Services Administration (SAMHSA) Model Programs Guide.

<sup>19</sup> Results come from reports sent to the EOPS by the program. Results are self reported to the EOPS by the programs.

<sup>20</sup> Racial breakdown only includes peer mediators.



Town of Amherst (\$21,356 Formula Grant)	Town of Amherst	Implemented the Town of Amherst/Big Brother Big Sister Delinquency Prevention Partnership, which provided mentors for children from families affected by serious risk factors including poverty, domestic violence and substance abuse. Big Brother Big Sister is a model program. Family activities were also organized. <i>Served 35 youth (42% male, 58% female; 22% Hispanic, 19% white, 8% black, 50% other).</i>	By the end of the program, all of the youth who had a mentor for at least 6 months demonstrated an improvement in self-confidence, an improved ability to express feelings, a decrease in antisocial behavior, and an improved sense of the future.
<b>Southeastern Massachusetts</b>			
Bristol County Juvenile Court (\$70,502 Formula Grant)	City of New Bedford	Implemented Wraparound Us: Focus on Families project, which provided intensive wraparound services to juveniles who were part of the Juvenile Drug Court Program (JDC). The JDC is a post-adjudication program that accepts non-violent youth on probation as a “last stop” before incarceration. The Wraparound Us program had two goals: 1) to reduce JDC participants’ use of alcohol/illegal drugs and their engagement in future criminal activity and 2) to increase educational attainment of JDC participants. Provided wraparound services to 19 of the 27 JDC participants. <i>Served 19 youth (100% male; 37% white, 37% black, 21% Hispanic, 5% Native American).</i>	Over half of the youth exhibited a decrease in substance abuse; Only 15% of the program participants re-offended during the program period.
City of Brockton (\$43,383 Title V)	City of Brockton	Increased the capacity of the Police Activities League (PAL) prevention program and the Brockton After Dark (BAD) summer program for youth. Activities included after-school activities, sports, performing arts, cooking, mentoring, and service referrals for at-risk youth. <i>Served 444 youth (64% male, 36% female; 44% black, 11% white, 3% Asian, 41% other<sup>21</sup>).</i>	Program improved relationships between youth and law enforcement.
Plymouth County District Attorney’s Office/Boys and Girls Club of Brockton (\$125,317)	City of Brockton	Expanded the Gang Prevention Through Targeted Outreach (GPTTO) model program. The program is comprised of four components: community mobilization, recruitment, mainstreaming, and case management. Participants attended a variety of workshops and activities geared specifically towards their needs. The goal was to integrate participants into general Boys and Girls Club membership and/or other positive alternatives such as part time employment. Of the 240 youth who were involved in the program, case management was provided for 166 of them. <i>Served 240 youth (68% male, 32% female; 35% black, 22% white, 14% Hispanic, 29% other<sup>22</sup>).</i>	48% of program participants exhibited a decrease in antisocial behavior, and 48% exhibited an improvement in family relationships.
Town of Middleboro (\$50,000 Title V)	Town of Middleboro	Implemented the Strengthening Families Program (SFP), which is a nationally recognized model program for high risk families. SFP is an evidence-based family skills training program found to significantly reduce problem behaviors, delinquency, and alcohol and drug abuse in children and to improve	There was a 40% overall improvement in communication for families who attended the full program. Youth reported a 37% increase in communication skills toward parents.

<sup>21</sup> The 41% “other” were mostly Cape Verdean youth.

<sup>22</sup> The 29% “other” were mostly Cape Verdean youth.

<sup>23</sup> <http://www.strengtheningfamiliesprogram.org/>.

		social competencies and school performance. <sup>23</sup> The Town of Middleboro implemented at least one seven-week session each quarter. <i>Served 53 youth and their families (62% male, 38% female; 87% white, 8% Hispanic, 4% other).</i> <sup>24</sup>	Caregivers reported a 28% improvement in discipline. Violent behavior among youth decreased 16%.
<b>Northeastern Massachusetts</b>			
Children's Law Center of Massachusetts/ Straight Ahead Ministries (\$79,825 Formula)	City of Lynn	Implemented the Cambodian Youth Reentry Project, which worked with Cambodian youth who are committed to the Department of Youth Services and provided them with reentry services in order to reduce recidivism. Aspects of the program included: case management, referral services, job readiness/employment, educational services, mentoring, and training on issues surrounding confidentiality of juvenile records. <i>Served 28 youth (100% male, 100% Asian).</i>	The summer of 1996 was "unprecedented in Lynn in terms of lack of violence and criminal activity." During the program period, 79% of the participants exhibited a decrease in substance use, 96% exhibited an improvement in family relationships, 93% exhibited an improvement in employment status, 79% were <i>not</i> rearrested, and 75% were <i>not</i> resent to a secure correctional facility.
City of Chelsea/ North Suffolk Mental Health Association (\$43,383 Title V) <sup>25</sup>	City of Chelsea	Replicated the Strengthening Families Program (SFP), which is a nationally recognized model program for high risk families. SFP is an evidence-based family skills training program found to significantly reduce problem behaviors, delinquency, and alcohol and drug abuse in children and to improve social competencies and school performance. <sup>26</sup> The City of Chelsea and North Suffolk Mental Health Association implemented the program in both English and Spanish to parents and their children with the goal to increase communication and support and ultimately reduce adolescent substance abuse and violence. <i>Served 14 young people from 8 families (57% male, 43% female; 71% Hispanic, 29% white).</i> <sup>27</sup>	71% of youth exhibited a decrease in antisocial behavior, 86% exhibited an improvement in family relationships. <sup>28</sup>
City of Chelsea/ Roca, Inc. (\$75,000 Challenge)	City of Chelsea	Roca, Inc. implemented the Peacemaking Circles Project with youth referred from the Chelsea Public Schools and other partners. Goals of the program were to encourage school achievement, to keep students in school, and to reduce suspensions and expulsions from Chelsea Middle Schools and 9 <sup>th</sup> grade by providing services for students at risk of truancy, academic failure, suspension, expulsion, and/or dropping out of school. Youth who had been suspended from school and other at-risk youth participated in Peacemaking Circles, community service projects, Power Source curriculum, <sup>29</sup> and referral to other community based programs. The program utilized an innovative restorative justice model. <i>Served 30 youth (47% male, 53% female; 57% Hispanic, 17% black, 14% white, 13% other)</i>	10 of the 30 program participants improved their grades by one grade point (e.g. C to a C+), and 19 youth in the project remained consistent in their grade level. The number of program participants that had at least 1 or 2 adults they felt they could trust increased 12%. The number of program participants who said that they often used their "gifts to help others" increased 14%. The number of participants who said that they often "have a sense of where I am headed in my life" increased 12%.

<sup>24</sup> Demographics are for youth only.

<sup>25</sup> spent only \$23,043.

<sup>26</sup> <http://www.strengtheningfamiliesprogram.org/>.

<sup>27</sup> Demographics are for youth only.

<sup>28</sup> Outcomes measured for 7 of the 14 youth (the second group of families to go through the program).

<sup>29</sup> *Power Source: Taking Charge of Your Life*, developed by Bethany Casarjian and Robin Casarjian.

City of Chelsea/ Roca, Inc (\$74,800 Formula)	City of Chelsea	Enhanced the Chelsea Rapid Community Response CHINS Intervention Team to engage youth facing Child In Need of Services (CHINS) cases and their families in a process to promote positive relationships through a community-wide network consisting of youth and adults, teachers, guidance counselors, Department of Social Services caseworkers, probation officers, police officers and youth workers. Utilized peacemaking circles as an alternative to standard procedures. The network of youth and adults helped to build the social capital of the community by engaging youth in planning and developing strategies for affecting positive change. <i>Served 35 youth and 27 parents (34% male, 66% female; 89% Hispanic, 6% white, 3% black, 3% Asian).</i> <sup>30</sup>	80% of program participants decreased antisocial behavior, 71% improved school attendance, 19% exhibited an improvement in family relationships, 15% exhibited a decrease in substance use.
City of Lowell/Lowell Police Department/Boys & Girls Club of Greater Lowell/Revolving Museum (\$45,000 Formula)	City of Lowell	Implemented the FUTURE Program, a multi-faceted program modeled after the evidence-based Gang Prevention through Targeted Outreach Program and adapted to meet the needs of at-risk and delinquent 12-16 year old girls. The program included mentoring, promotion of pro-social behaviors, education, art, career guidance, self-expression and recreation. 93% of the program participants received free memberships to the Boys & Girls Club. <i>Served 58 girls (45% Hispanic, 19% white, 17% black, 9% Asian, 10% other).</i>	81% of program participants exhibited an increase in self-esteem, 78% exhibited an improvement in the perception of social support, 45% exhibited an improvement in body image, 15% exhibited a decrease in substance use.
City of Revere (\$36,000 Title V)	City of Revere	Implemented the Second Step violence prevention curriculum in the third, fourth, seventh and eighth grade classrooms in the Revere Public Schools. This model program is designed to reduce impulsive, high-risk, and aggressive behaviors and increase children's socio-emotional competence and protective factors. The program aims to change beliefs and behaviors that lead to violent responses in children and adolescents. Students learn pro-social skills and are given the opportunity to practice them through role playing. <i>Served 838 youth (53% male, 47% female; 60% white, 27% Hispanic, 8% Asian, 6% black).</i>	94% of the youth involved in the program exhibited a decrease in anti-social behavior.
<b>Central Massachusetts</b>			
Community Healthlink (\$21,875 Challenge)	City of Worcester	Implemented the model All Stars Delinquency Prevention program in the Sullivan Middle School in order to help students make healthy choices to result in the reduction of delinquent behaviors. The three primary program goals were to keep youth from using drugs, to improve school performance, and to keep youth from becoming violent. Consisted of two components: 1) an after-school program for youth that implemented the All Stars program and 2) mental health clinician services for youth, their families, and school administrators. <i>Served 45 at-risk youth (44% male, 56% female; 60% black, 38% Hispanic, 2% Asian).</i>	By the end of the program, 80% of the participants exhibited an increase in school attendance, and 90% exhibited a decrease in antisocial behavior.

<sup>30</sup> Demographics are for youth only.

City of Worcester/ Worcester Youth Center (\$115,038 Formula)	City of Worcester	Replicated the Quantum Opportunities Program (QOP), a comprehensive education and youth development program designed specifically for disadvantaged high school students to increase graduation rates, decrease pregnancy rates, and decrease violent behavior rates. 40 youth participated in the program, which consisted of 591 hours of education activities, 1,203 hours of development activities, and 255 hours of community service activities. 25 youth completed the Urban Community Action Planning for Teams program. <i>Served 40 youth (45% male, 55% female; 48% black, 40% Hispanic, 5% white, 8% other).</i>	By the end of the program, 94% of the participants exhibited an improvement in family relationships, 45% improved their school attendance, 52% improved their grades, 61% showed increased leadership skills, 61% reported an improved perception of learning, 61% reported improved interpersonal skills, 44% reported an increased understanding of the effects of drugs & alcohol, 34% reported improved communication skills, and only 5% exhibited delinquent behaviors.
Department of Youth Services – Key Program, Inc. (\$161,354 Formula) <sup>31</sup>	Worcester County	Funded the start-up of the Female CHINS Key Outreach & Tracking/Diversion Program, which aimed to divert Child in Need of Services (CHINS) applications for girls in the Juvenile Court from going forward and preventing future involvement in the juvenile justice system. It is based on a model that the Key Program created in 1974 called Outreach and Tracking, which is an intensive in-home counseling support system that provides wraparound services for the child and family. Each of the girls has a written treatment plan, which is created and implemented in collaboration with program officers. Youth were referred to existing community resources and supported. Staff worked with parents during home visits. <i>Served 27 girls (56% white, 19% Hispanic, 11% black, 15% other).</i>	Of the 11 girls who completed the program, only 1 re-offended, was charged with a formal probation violation, and was committed to a secure facility; 64% of the girls who completed the program exhibited an improvement in family relationships; 82% of the girls who completed the program exhibited an improvement in the perception of social support; both of the girls who had tested positive for drug use when entering the program exhibited a decrease in drug use; of the 6 girls with self-esteem problems when entering the program, 5 exhibited an increase in self-esteem.
<b>City of Boston</b>			
Boston TenPoint Coalition (\$79,761 Formula)	City of Boston	Implemented the Hope & Fly Girls Department of Youth Services (DYS) Transition Program, an innovative reentry program that supplements two existing programs to serve DHS committed and detained minority youth. The program included elements of the OJJDP Intensive Aftercare Program and the TenPoint Coalition Community Re-Entry Initiative. It involved four components: intake/assessment, case management, developing reentry plans, and post-release follow-up. <i>Served 230 youth (44% male, 56% female; 82% black; 12% Hispanic, 6% white)</i>	39% or program participants demonstrated a significant behavior change related to school attendance, 21% exhibited and reported an improvement in family relationships, 17% showed a significant behavioral change related to their employment status, 13% reported a decrease in the use of alcohol and other drugs.
EdLaw Project (\$40,000 Challenge)	City of Boston	Funded one attorney to advocate for the academic needs facing court-involved minority students as they transition to and from DHS facilities in order to	Worked directly with this DHS committed population providing 1,000 hours of direct legal

<sup>31</sup> This program has a program period of 10/1/05-9/30/06 because of a late start. This data is from 10/1/05-12/31/06.

		<p>empower minority students and their families to have a voice and an impact on their own education. Provided direct legal representation to DYS committed youth and provided training and technical support to juvenile justice stakeholders and decision-makers.</p> <p><i>Served 23 youth (96% male, 4% female; 70% black, 30% other).</i></p> <p><i>Trained 282 adults.</i></p>	<p>representation to 23 youth; provided 21 formal training sessions to 282 participants including DSS education liaisons, students, school administrators, youth workers, attorneys, prison ministry, community members, parents and staff from youth serving agencies; and handled over 350 requests for assistance from schools, DYS and probation on educational issues affecting specific students.</p>
Office of the Attorney General/ Dorchester Youth Development Collaborative (\$100,589 Formula)	Dorchester neighborhood of the City of Boston	<p>Funded after-school and summer programming for at-risk youth ages 6-17 residing in specified neighborhoods in Dorchester in order to reduce and prevent delinquency. Program is a collaborative effort between three community centers, two schools, law enforcement, and other partners involved with the Dorchester Safe Neighborhood Initiative. Activities for the youth included tutoring, homework help, computer classes, financial literacy classes, focus groups, employment, mentoring, job shadowing, guest speakers, referrals for family resources, and counseling. Of the 24 staff members working with youth on this project, almost 80% were people of color.</p> <p><i>Served 290 youth (64% male, 36% female; 62% Cape Verdean, 30% black, 7% Hispanic, 1% white).</i></p>	<p>16% of participants exhibited a decrease in substance use, 46% exhibited an increase in school attendance, 57% exhibited a decrease in anti-social behavior, and 64% exhibited an improvement in family relationships.</p>
Robert F. Kennedy Children's Action Corps (\$345,000 for 3 years, Formula Grant)	Dorchester neighborhood of the City of Boston	<p>Implemented a replication of the model Detention Diversion Advocacy Program (DDAP) in the Dorchester Juvenile Court. This alternative-to-detention program utilized short-term intervention (6-8 weeks) and provided intensive case management services to youth who would otherwise be sent to a secure detention facility while waiting resolution of their case.<sup>32</sup> Staff advocate on youth's behalf in court and provide them with a comprehensive service plan designed specifically for the youth's needs. The program connects youth to appropriate community resources, contacts youth as much as 3 times per day, and provides follow-up. The ultimate goal of the program is to reduce racial disparities in the Massachusetts juvenile justice system by decreasing the number of minority youth being held in secure detention facilities.</p> <p><i>Served 72 youth (72% male, 28% female; 81% black, 14% Hispanic, 5% other).</i></p>	<p>92% of youth in the program returned to court after arraignment, which is the primary goal of this alternative to detention program. Won an Excellence in Public Safety award from the Executive Office of Public Safety in 2006.</p>

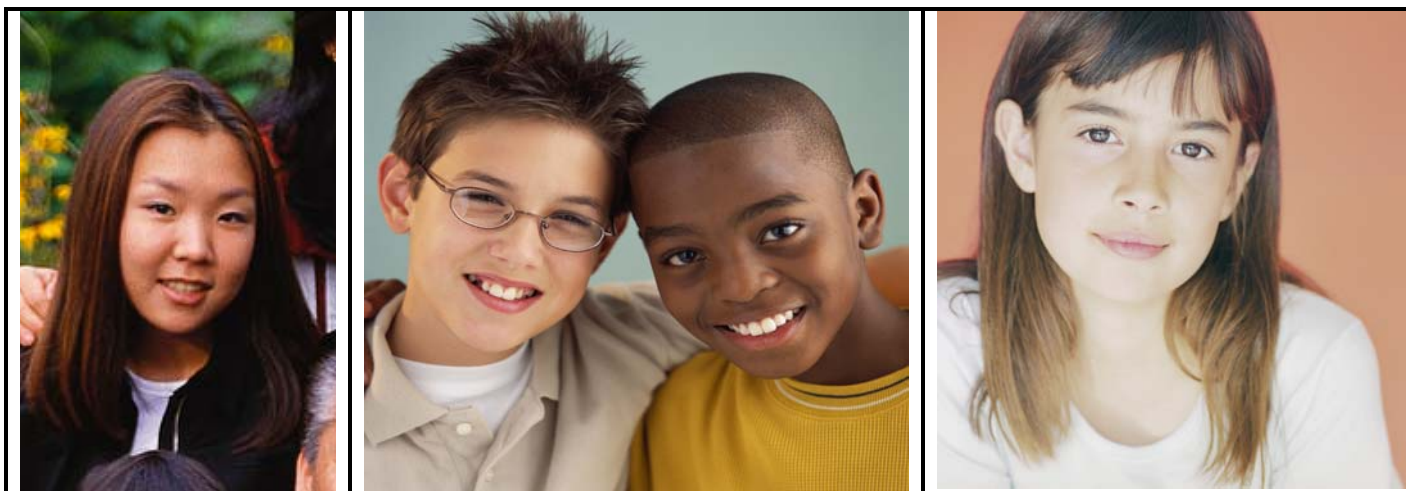
<sup>32</sup> In Massachusetts, secure detention is utilized when there is doubt that a juvenile will return to court after arraignment and when it is determined that a youth is a danger to any person or the community. DDAP provides an alternative to secure detention for these juveniles.

Roxbury Youth Works, Inc. (\$55,000 Formula) <sup>33</sup>	City of Boston	Implemented the Female Focus Initiative, reentry program for girls committed to the Department of Youth Services (DYS) who are returning to Boston after being held in secure facilities. The program has several components including: clinical services with ongoing counseling by a full-time clinician; a direct service team that meets regularly to discuss individual service plans; an array of female focused programming; an art-based mentoring component; and a health component that provides full health assessments and access to services. <i>Served 50 girls (78% black, 16% Hispanic, 4% white, 2% Asian).</i>	17% of participants exhibited a decrease in substance use, 62% exhibited an increase in self-esteem, 49% exhibited an improvement in body image, 46% exhibited an improvement in family relationships, 89% exhibited an improvement in the perception of social support. 21% of participants were not charged with a formal probation violation, and only 1 youth was rearrested for a new delinquent offense.
Suffolk County District Attorney's Office, Children's Advocacy Center (\$37,296 Challenge)	Suffolk County	Program aimed to prevent the commercial exploitation/prostitution of girls through coordination and collaboration among federal, state and local agencies and communities. Offered trainings, increased public awareness among service providers and general public, expanded interagency and community-based collaborations, increased identification of girls at-risk of exploitation by prostitution, and facilitated referrals for housing and other services to prostituted girls to increase access to recovery and prevent delinquency. <i>Served 76 girls (50% black, 36% white, 7% Hispanic, 8% other).</i>	Finalized a multidisciplinary team response model for addressing teen prostitution and held a public signing of a memorandum of understanding hosted by District Attorney Conley. Program will continue with other funds after Challenge Grant funds ended.
United South End Settlements (\$100,000 Formula)	City of Boston	Funded the Arts Incentives Program, a clinically-informed, arts-based, youth development program that works with high-risk girls ages 11-20. <sup>34</sup> Program included identity forming, arts-based activities to improve psychological functioning, school performance, and future orientation. Program staff also worked hard to find summer placements in the form of camps and employment for all youth in the program. Participants and families were served by an all female staff of artists, art mentors, volunteers, and interns. <i>Served 35 girls (62% black, 31% Hispanic, 4% white, 4% other).</i>	47% of the participants exhibited an increase in self-esteem, 34% exhibited an improvement in family relationships, 44% exhibited an improvement in perception of social support, and 14% exhibited a decrease in substance use.
West End House Boys & Girls Club (\$98,020 Formula)	City of Boston	Funded the replication of the Second Step model program for youth ages 7 to 13 to prevent delinquency. The program strives to teach empathy, impulse control, problem solving, and anger management. The program also trained six youth ages 14 to 18 to be peer leaders and implement various aspects of the Second Step program. <i>Served 190 youth (56% male, 44% female; 41% black, 36% Hispanic, 18% Asian, 5% white).</i>	By the end of the program 92% exhibited a decrease in anti-social behavior. Aggression at the club decreased 22%, suspensions from the club declined 97%, and disciplinary actions were reduced 70%.

<sup>33</sup> Information only available for the first three quarters of this program.

<sup>34</sup> Most of the program youth are age 17 or younger. However, 9 program youth are 19-20 years old and are included in this program because they have not graduated from high school and/or are under Guardianship until age 22.

Youth Service Providers Network, program of the Boston Police Department and the Boys & Girls Club of Boston (\$54,606 Challenge)	City of Boston	Funded one social worker for the Youth Service Providers Network, which teams police officers with licensed clinical social workers. Goal is to reduce contact with the juvenile justice system and to ensure that at-risk youth have access to quality clinical services. Focuses on youth who are gang-involved, at risk for being arrested, or who are already involved with the juvenile justice system. Program consists of assessment to identify resources for youth and family, short-term case management for youth and family, advocacy, and ongoing clinical services. <i>Served 169 youth (73% male, 27% female; 61% black, 20% Hispanic, 6% white, 4% Asian, 10% other).</i>	Spent over 430 hours working with service providers involved with the youth being served, including probation officers, teachers, DYS, DSS, police, etc. Provided 171 hours of individual counseling, 183 hours of tracking, and many more hours coordinating positive youth-centered interventions.
<b>Statewide</b>			
Committee for Public Counsel Services (CPCS) (\$48,000 Formula)		Funded the Juvenile Defense Network (JDN), a training and technical assistance program for bar advocates across the state who defend juveniles. The goal of the program is to improve representation of indigent juvenile clients and to reduce the overrepresentation of minority youth in the juvenile justice system. There were three parts to the program: 1) trainings and workshops for bar advocates, 2) technical assistance and advice, and 3) listserv and website resources. The program aimed to improve representation of the 14,000 youth who were represented by the 694 juvenile defense attorneys who were trained through JDN this year.	Provided 200 hours of advice calls to 180 bar advocates serving juvenile clients; JDN website had almost 2,000 hits; more than 50% of all juvenile defense attorneys that billed CPCS for three or more cases during the year are now members of the JDN listserv; completed a mailing on the topic of adolescent brain development to 650 bar advocates; updated and made available a database of juvenile forensic experts.
MA Department of Youth Services (\$125,000 Formula )	Statewide	Began replication of the nationally recognized Juvenile Detention Alternative Initiative (JDAI) to facilitate a collaborative systems change process that uses evidence-based principles to design and implement a strategy that reduces over-reliance on secure juvenile detention as the primary placement for youth awaiting resolution of matters pending before the juvenile court, and to develop an array of alternative placements.	Chosen by the Annie E. Casey Foundation to be a JDAI site. Formed steering committee of key juvenile justice decision-makers; formed data subcommittee; chose two pilot sites. <sup>35</sup>



<sup>35</sup> This program had a late start and has been extended for one additional year to meet its first year planned outcomes.



## Massachusetts Programs Funded in 2006 with Juvenile Accountability Block Grant (JABG) Funds

The entire 2006 Juvenile Accountability Block Grant (JABG) award plus other funds were used to maintain compliance with the Adult Jail and Lockup Removal core requirement of the Juvenile Justice and Delinquency Prevention Act (JJDP). Youth who are arrested but cannot be sent directly to arraignment, cannot be sent home with a parent or guardian, and cannot be sent to a non-secure facility are sent to secure alternative lockup programs (pre-arraignment secure detention). Unfortunately, the Commonwealth of Massachusetts has not taken the responsibility for funding this important part of the juvenile justice system with state funds and instead relies on federal funds to fund most of these programs. The JJAC and the EOPS use federal fund to support and oversee these programs everywhere in the state except for the City of Boston, which runs its own facility.

The JJAC awarded over \$1.4 million to run the alternative lockup programs from July 1, 2005-June 30, 2006.<sup>36</sup> The Berkshire County Sheriff's Office, the Bristol County Sheriff's Office, the Department of Youth Services (DYS) in Westfield, the Essex County Sheriff's Office, and the Key Program in Worcester were funded to provide short-term secure pre-arraignment residential placement. The Center for Human Development (CHD) in Springfield acted as the lead agency for assessing and placing juveniles in residential facilities and operated as the initial contact for police departments in the western area. The Town of Greenfield was funded to provide transportation. The JJAC also awarded an additional \$1.4 million to run the alternative lockup programs from July 1, 2006 to June 30, 2007.

Program	Awarded 7/1/05-6/30/06	Awarded 7/1/06-6/30/07	Capacity/ Beds per night	Bed-nights 7/1/05-6/30/06	Number of Youth Served 7/1/05-6/30/06
Berkshire County Sheriff's Office	\$135,437.00	<i>Did not apply</i>	7	181	118
Bristol County Sheriff's Office	\$332,184.27	\$344,005.88	12	785	568
Department of Youth Services, Westfield	\$136,030.00	\$134,400.00	4	489	327
Essex County Sheriff's Office	\$395,928.35	\$453,313.40	12	1,086	819
Key Program, Worcester	\$300,000.00	\$300,000.00	8	755	529
Center for Human Development, Springfield	\$95,647.00	\$155,992.00	n/a	n/a	121
Town of Greenfield Transportation	\$30,582.00	\$32,303.00	n/a	n/a	80

Source: Quarterly reports submitted to the Massachusetts Executive Office of Public Safety by Grantees.

<sup>36</sup> This is the awarded amount and not necessarily the amount spent.



## Recommendations to the Governor

Juvenile justice and delinquency prevention needs are great in Massachusetts. There are a multitude of improvements that could be made. However, the Juvenile Justice Advisory Committee (JJAC) has the following specific recommendations for the Governor that could make a significant positive change in the juvenile justice landscape in Massachusetts. The recommendations were developed through extensive discussions with juvenile justice stakeholders and decision-makers across the state. The JJAC recommends that the new Governor take the following action:

1. **Fund Secure Pre-Arrest Detention with State Funds:** Ensure compliance with the Juvenile Justice and Delinquency Prevention Act (JJDP) by funding pre-arrest detention with state funds. Each year the JJAC can fund fewer and fewer innovative and model programs aimed at delinquency prevention and juvenile justice system improvement while the costs of funding alternative lockup programs (secure pre-arrest detention) rise. In addition, drops in federal funding may result in total awards from the OJJDP that are less than the required amount to run the pre-arrest detention system, which will lead to Massachusetts being out of compliance with federal mandates unless the state takes on this important funding role (see page 15).
2. **Encourage the development of alternatives to secure detention available to judges at arraignment.** At forums held across the state in 2006 and 2007, juvenile justice decision-makers and stakeholders acknowledged that while secure detention is a necessary part of the juvenile justice system, it is frequently overused due to lack of access to more appropriate placements for “high-need” children. Securely detaining a child can have serious negative consequences, and alternatives must be made available for children who would more appropriately be served by mental health, substance abuse, or social services programs. These programs must be culturally competent and immediately available to the judge at arraignment (see page 22).
3. **Work with the Juvenile Court and the Office of the Commissioner of Probation to develop a system of reporting race/ethnicity at the OJJDP required decision points.** The OJJDP requires all states to submit data by race/ethnicity at ten key juvenile justice decision points (see Appendix #3). Unfortunately, Massachusetts is unable to submit this required data in its entirety because it is not collected, compiled and/or shared with other agencies. This lack of race/ethnicity data leads to two direct consequences. First, while we know that there are racial disparities in the juvenile justice system in Massachusetts, we are unable to conduct further analysis to discover where the disparity is most concentrated and what creates it. This analysis is necessary in order to implement effective programs to reduce disproportionate minority contact (DMC) with the juvenile justice system. Second, all states receiving JJDP Formula Grant funds from the OJJDP are required to measure racial disparities in order to receive their full award. This requirement includes submitting juvenile justice data by race/ethnicity for the required decision points. If Massachusetts does not show progress toward measuring DMC, the state may not continue receiving these funds in their entirety (Massachusetts received \$1.1 million in Formula Grant funds in 2006).
4. **Require that every police department report the race/ethnicity of the juveniles arrested by their department to the Massachusetts State Police Crime Reporting Unit and that the Crime Reporting Unit make this data accessible to other state agencies and researchers.** Arrest is frequently the first decision-point in the juvenile justice system, and access to good data here is vital in order to determine how to best target programs for youth. In addition, states are required to

measure racial disparities at the arrest stage in order to receive Formula Grant funds from the OJJDP (see recommendation #3 above). In order to best measure juvenile arrest trends, data must be collected at a minimum by race and ethnicity (white, black, Asian, other, Hispanic).



## **Appendices**

## Appendix #1: Youth Development Approach

The Governor's Juvenile Justice Advisory Committee (JJAC) has endorsed a positive youth development approach to guide activities and spending related to the committee. In January of 2005, JJAC voted to adopt the following "Shared Vision" and "Goals" for our work.

### *Shared Vision*

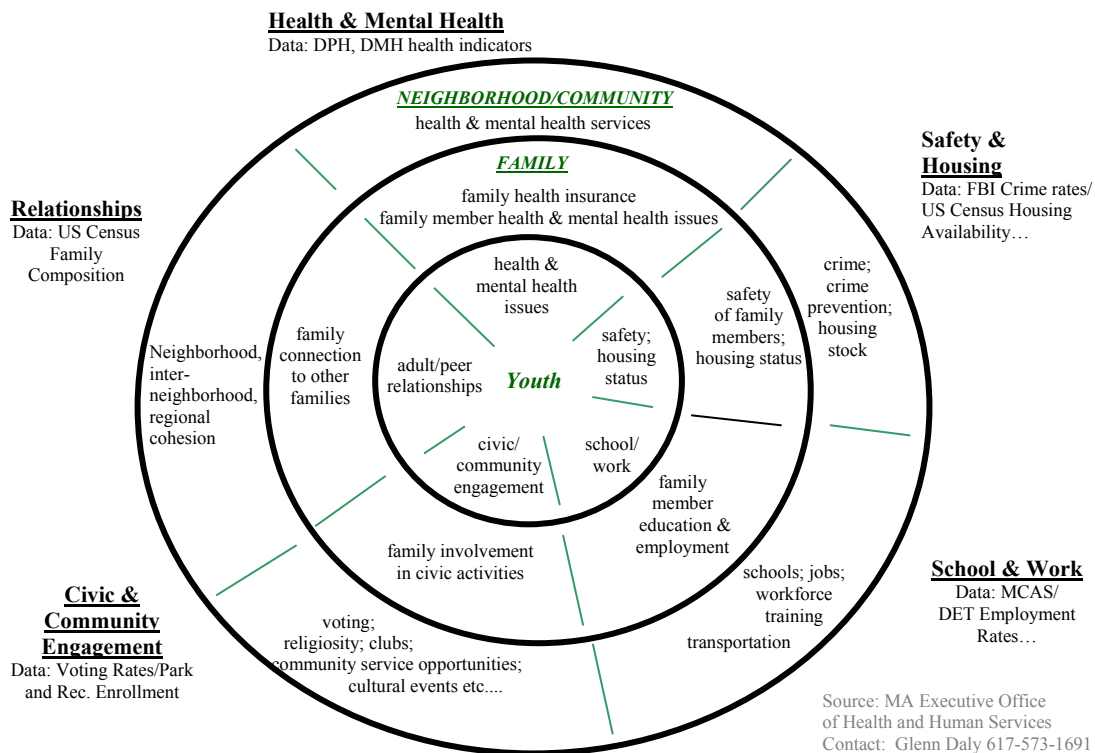
"All Massachusetts youth grow up to be healthy, caring, economically self-sufficient adults."

### *Goals*

1. All youth have access to resources that promote optimal physical and mental health.
2. All youth have nurturing relationships with adults and positive relationships with peers.
3. All youth have access to safe places for living, learning and working.
4. All youth have access to educational and economic opportunity.
5. All youth have access to structured activities and opportunity for community service and civic participation.

This vision and goals have been incorporated into RFR requirements, evaluation of programs and strategic planning.

### A Shared Vision for Massachusetts Youth and Young Adults



For more information see: (report): [www.mass.gov/dph/fch/adhealth.htm](http://www.mass.gov/dph/fch/adhealth.htm)  
(indicators by community): [www.mass.gov/eohhs/commwell](http://www.mass.gov/eohhs/commwell)

Source: MA Executive Office  
of Health and Human Services  
Contact: Glenn Daly 617-573-1691  
glenn.daly@state.ma.us  
Special thanks to America's Promise

## **Appendix #2: Descriptions of Model Programs Supported by JJAC Funding**

The Juvenile Justice Advisory Committee (JJAC) encourages grant applicants to implement programs and initiatives that either replicate proven programs models to address juvenile justice and delinquency prevention, or that create innovative program models for addressing juvenile justice and delinquency prevention through connection to research results. The JJAC encourages applicants to consult sources such as the OJJDP Model Programs Guide ([www.dsgonline.com](http://www.dsgonline.com)), Blueprints for Violence Prevention ([www.colorado.edu/cspv/blueprints/index.html](http://www.colorado.edu/cspv/blueprints/index.html)), and the Substance Abuse and Mental Health Services Administration Model Programs (SAMHSA) ([www.modelprograms.samhsa.gov/](http://www.modelprograms.samhsa.gov/)) for proven models. The goal is to enhance outcomes for juveniles in Massachusetts through replication of the program models that have been successful elsewhere, while customizing them to our own environment. A brief description of some of the model programs used by JJAC grantees is provided below, followed by the rating system. All program descriptions are from the OJJDP Model Programs Guide.

### **ALL STARS**

All Stars is considered a promising program in the OJJDP Model Programs Guide. All Stars is a character-based approach to preventing high-risk behaviors such as substance use, violence, and premature sexual activity in teens ages 11 to 15. The program is based on strong research identifying the critical factors that lead young people to begin experimenting with substances and engaging in other high-risk behaviors. It is designed to reinforce positive qualities that are typical of youths at this age. It works to strengthen five specific qualities vital to achieving preventive effects:

1. Establishing positive norms
2. Building strong personal commitments
3. Promoting positive parental attentiveness
4. Developing positive ideals and future aspirations
5. Promoting bonding with school and community organizations

A program specialist or regular classroom teacher can implement the program. All Stars™ consists of whole classroom sessions, small group sessions outside of the classroom, and one-on-one sessions between the instructor and the child. The program is interactive, including debates, games, and general discussion. Homework assignments are given to include parents in the program and to increase parent–child interactions.

### **BIG BROTHERS/BIG SISTERS (BB/BS)**

Big Brothers/Big Sisters (BB/BS) has been rated exemplary in the OJJDP Model Programs Guide. BB/BS is a federation of more than 500 agencies that serve children and adolescents. The basic concept of the BB/BS program is to provide support in all aspects of young people's lives through a professionally supported one-to-one relationship with a caring adult. The program concentrates on children from single-parent households. Its most intricate component is that the volunteer mentor commits substantial time to the youth, meeting for about four hours, two to four times a month, for at least one year. During their time together, the mentor and youth engage in developmentally appropriate activities that include walking; visiting a library; washing the car; playing catch; grocery shopping; watching television; attending a play, movie, school activity, or sporting event; or just hanging out and sharing thoughts. According to Grossman and Garry (1997), "Such activities enhance communication

skills, develop relationship skills, and support positive decision-making.”

Although individual agencies may customize their programs to fit specific needs, the integrity of the program is protected through a national infrastructure that oversees recruitment, screening, matching, and supervision. The screening and matching process provides an opportunity to select adults who are most likely to be successful mentors and match them with adolescents who share a common belief system. Staff supervision and support are critical to ensuring that mentor and mentee meet regularly to build positive relationships.

## **BOYS AND GIRLS CLUB GANG PREVENTION THROUGH TARGETED OUTREACH**

The Boys and Girls Club Gang Prevention Through Targeted Outreach (GPTTO) program has been rated promising by the OJJDP Model Programs Guide. The overall philosophy of the program is to give at-risk youths ages 6 to 18 what they seek through gang membership (supportive adults, challenging activities, and a place to belong) in an alternative, socially positive format. There are four components of the initiatives as stated by the Boys and Girls Clubs of America (BGCA): 1) community mobilization of resources to combat the community gang problem; 2) recruitment of 50 youths at risk of gang involvement (prevention) or 35 youths already involved in gangs (intervention) through outreach and referrals; 3) promoting positive developmental experiences for these youths by developing interest-based programs that also address the youths’ specific needs through programming and mainstreaming of youths into the Clubs; and 4) providing individualized case management across four areas (law enforcement/juvenile justice, school, family, and Club) to target youths to decrease gang-related behaviors and contact with the juvenile justice system and to increase the likelihood that they will attend school and improve academically.

## **RESPONDING IN PEACEFUL AND POSITIVE WAYS (RIPP)**

Responding In Peaceful and Positive Ways (RIPP) has been designated an exemplary program by the OJJDP Model Programs Guide. The program is a school-based violence prevention program designed to provide students in middle and junior high schools with conflict resolution strategies and skills. RIPP targets the universal population of students enrolled in grades 6, 7, and 8 in middle and junior high school and is suitable for children from all socioeconomic, racial/ethnic, and cultural backgrounds. The program combines a classroom curriculum of social/cognitive problem solving with real-life skill-building opportunities such as peer mediation. Students learn to apply critical thinking skills and personal management strategies to personal health and well-being issues. RIPP teaches key concepts such as:

- The importance of significant friends or adult mentors
- The relationship between self-image and gang-related behaviors
- The effects of environmental influences on personal health

Using a variety of lessons and activities, students learn about the physical and mental development that occurs during adolescence, analyze the consequences of personal choices on health and well-being, learn that they have nonviolent options when conflicts arise, and evaluate the benefits of being a positive family and community role model.

## **SECOND STEP: A VIOLENCE PREVENTION CURRICULUM**

Second Step: A Violence Prevention Curriculum is considered an effective program by the OJJDP Model Programs Guide. It is designed to reduce impulsive and aggressive behavior in children by increasing their social competency skills. The program is composed of four grade-specific curricula: preschool/kindergarten (Pre/K), grades 1–3, grades 4–5, and grades 6–8. The curricula are designed for teachers and other youth service providers to present in a classroom or other group setting. A parent education component, “A Family Guide to Second Step” for Pre/K through grade 5, is also available.

Students are taught to reduce impulsive, high-risk, and aggressive behaviors and increase their socio-emotional competence and other protective factors. Intended for use with a broad population of students, the program has proven effective in geographically diverse cities in the United States and Canada, in classrooms varying in ethnic/racial makeup (predominantly African-American, predominantly European-American, or highly racially mixed), and in schools with students of varied socioeconomic status.

The Second Step elementary curriculum consists of thirty 35-minute lessons taught once or twice a week. Group discussion, modeling, coaching, and practice are used to increase students’ social competence, risk assessment, decision-making ability, self-regulation, and positive goal setting. The program’s lesson content varies by grade level and is organized into three skill-building units covering the following:

- Empathy (teaches young people to identify and understand their own emotions and those of others)
- Impulse control and problem solving (helps young people choose positive goals, reduce impulsiveness, and evaluate consequences of their behavior in terms of safety, fairness, and impact on others)
- Anger management (enables youths to manage emotional reactions and engage in decision-making when they are highly aroused)

The Second Step curriculum for middle school students is composed of fifteen 50-minute lessons organized into four units:

- Unit 1 is centered on knowledge and describes violence as a societal problem.
- Unit 2 trains students in empathy and encourages emotionality through learning to find common ground with others, avoid labeling and stereotyping, using “I” messages, and active listening
- Unit 3 combines anger management training and interpersonal problem-solving for reducing impulsive and aggressive behavior in adolescents.
- Unit 4 applies the skills learned in previous units to five specific situations: making a complaint, dealing with peer pressure, resisting gang pressure, dealing with bullying, and diffusing a fight. Students learn modeling behaviors through role-plays and videotapes.

## **THE STRENGTHENING FAMILIES PROGRAM (SFP)**

The Strengthening Families Program (SFP) is an Exemplary program in the OJJDP Model Programs Guide. SFP is a parenting and family skills training program that consists of 14 consecutive weekly skill-building sessions. Parents and children work separately in training sessions and then participate together in a session practicing the skills they learned earlier. Two booster sessions are used at 6 months to 1 year after the primary course. Children’s skills training sessions concentrate on setting goals, dealing with stress and emotions, communication skills, responsible behavior, and how to deal with peer pressure. Topics in the parental section include setting rules, nurturing, monitoring



compliance, and applying appropriate discipline.

SFP was developed and tested in 1983 with 6- to 12-year-old children of parents in substance abuse treatment. Since then, culturally modified versions and age-adapted versions (for 3- to 5-, 10- to 14-, and 13- to 17-year-olds) with new manuals have been evaluated and found effective for families with diverse backgrounds: African-American, Asian/Pacific Islander, Hispanic, American Indian, Australian, and Canadian.

### **OJJDP Model Program Rating Guide**

**Exemplary:** In general, when implemented with a high degree of fidelity these programs demonstrate robust empirical findings using a reputable conceptual framework and an evaluation design of the highest quality (experimental).

**Effective:** In general, when implemented with sufficient fidelity these programs demonstrate adequate empirical findings using a sound conceptual framework and an evaluation design of the high quality (quasi-experimental).

**Promising:** In general, when implemented with minimal fidelity these programs demonstrate promising (perhaps inconsistent) empirical findings using a reasonable conceptual framework and a limited evaluation design (single group pre- post-test) that requires causal confirmation using more appropriate experimental techniques.



### Appendix #3: Data Required by the OJJDP for Compliance with the Disproportionate Minority Contact (DMC) Core Requirement

	Total Youth	White	Black or African-American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islanders	American Indian or Alaska Native	Other/Mixed
1. Population at risk (age 10 through 16)								
2. Juvenile Arrests								
3. Refer to Juvenile Court								
4. Cases Diverted								
5. Cases Involving Secure Detention								
6. Cases Petitioned (Charge Filed)								
7. Cases Resulting in Delinquent Findings								
8. Cases resulting in Probation Placement								
9. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities								
10. Cases Transferred to Adult Court								

Source: Office of Juvenile Justice and Delinquency Prevention.

## **Appendix #4: Ideas from the Juvenile Detention Forums**

### **Brainstorm of ways to improve detention utilization from the five Statewide Detention Forum**

There were many ideas that were captured from the five Detention Forums that took place in December 2005 and February 2007 across the state. Ideas from the five forums fell into seven general categories:

1. Alternatives to secure detention available at arraignment
2. Alternatives to secure alternative lockup programs available at arrest
3. Juvenile Justice System changes
4. Programs that would prevent and reduce delinquency
5. Training/education for decision-makers, stakeholders and parents
6. Better services for youth while in secure detention
7. Areas for further research

#### **1. Alternatives to Secure Detention Available at Arraignment**

- a. Provide immediate access to services at arraignment instead of sending to detention; Clear and easy access to a menu of options
- b. Alternatives should be both residential and nonresidential
- c. Utilize already existing programs in the community as alternatives to detention
- d. Mental health programs; DMH services
- e. Substance abuse services
- f. Develop daily/evening reporting programs, Replicate Day Reporting Centers (CRCs) or program like Berkshire Juvenile Resource Center
- g. Wraparound services to include mentoring and family services, life skills courses and athletic programs
- h. Evidence-based and Sense-making
- i. Electronic monitoring
- j. Specific programs (both residential and non-residential) for youth under age 12
- k. Partner with families; Family mediation services
- l. Regular check-up phone calls to ensure return to court
- m. 24 hour direct access for juvenile to a positive pro-social person of influence
- n. Outreach and tracking
- o. Increase in Probation Officers to track youth in community
- p. Increase respite bed capacity (short-term)
- q. Non-secure mental health and substance abuse programs instead of secure detention
- r. Child care centers for youth whose parents will not post bail
- s. Utilize foster care
- t. Alternative placement with other family members
- u. Develop alternatives for probation violation
- v. Develop greater private sector involvement
- w. Hospital diversion where appropriate

#### **2. Alternatives to secure alternative lockup programs available at arrest**

- a. Replication for juveniles of adult pre-arrest jail and detention diversion program
- b. Alternative placement with other family members

### **3. Juvenile Justice System Changes**

- a. Establish a single person/point of contact in each court who represents social services (EOHSS perhaps); Develop a single point of accountability in the court for youth who need to be referred to one of the EOHHS agencies. EOHSS should be provided the “purse” and authority for allocation of agency responsibility for where youth are referred; One-stop referral between departmental agencies – let them sort out responsibilities for the referral placement
- b. Mandate a relationship or communication for DYS/DSS around placement and fiscal issues
- c. Develop a Universal Risk Tool to be used at arraignment to determine whether youth should be sent to secure detention
- d. Broaden the time available for arraignments, which would lessen the need for alternative lockup programs
- e. Involve parents and attorneys in juvenile justice roundtables
- f. Develop consistent graduated sanctions (both graduating up and down) supported by the legislature and with dollars
- g. Need for “home” for pre-arraignment secure detention (alternative lockup programs) in State agencies or stop funding
- h. Eliminate the \$1 bail to parent only
- i. Un-fund detention beds incrementally – pass savings on to the department for local or alternative initiatives (see New Mexico and Oregon models here)
- j. Review bail statute for youth at arrest
  - i. Ensure more consistency with how we deal with the Bail Commissioner (could be a training or written protocol issue)
  - ii. Consider Probation removal from the process for referral to ALPs after arrest and contact to Bail Commissioner
  - iii. Review the appropriateness of applying the adult bail statute to youth
  - iv. Examine 119(53) – put information in explicit bail statute and beyond.
- k. Develop adolescent units within DMH
- l. Prioritize and emphasize the importance of diversion to the “soft-end” of the system whenever possible
- m. Consistent and full assessment with family and social component that is followed up
- n. Change minimum age to hold a person in detention (now 7, should be raised).
- o. Ensure the state invests in juvenile justice with financial resources
- p. Improved collaboration for at-risk youth
  - i. Build a greater relationship between DYS and Probation at the user level (Could mean Departmental reorganization)
  - ii. Collaboration by agencies when addressing a youth to ensure that more than the youth is considered (especially look at schools. Would include family, environment, etc...)
  - iii. More flexibility with confidentiality between agencies to ensure best outcome for youth
- q. Expand the list of misdemeanor offenses for which meaningful diversion would be available
- r. Establish regional Court liaisons
- s. Re-establish Planning and Review Teams statewide. Seek ways to encourage cost-sharing, system communication, fiscal collaboration; Develop a bridge to the local/community level between Planning Review Teams (PRTs) and local teams (could

expand the types of participants also) – local teams or PRTs could apply principles of continuous quality improvement (CQI) to system at all levels.

- t. Everyone is entitled to bail
- u. Need state to adopt 6 hour rule
- v. Law review (123/68A)
- w. Review bail statutes (to restrictive, how released),
- x. Data Collection Improvements (Mandate data collection and sharing)
  - i. Ensure the development of “just data” – this is accurate data that allows us to really understand where DMC may exist and, through that process, guides us to a greater understanding of DMC causes and potential solutions.
  - ii. Consistent data, consistency on data definitions; Address nonconformity of definitions of race and ethnicity
  - iii. Examination of poverty and other social data, use of school data
  - iv. Improved use of “Enterprise” data – Medicaid, Education from Dept. of Education
  - v. Seek technical assistance to cultivate leadership on how to use data
  - vi. Require race and ethnicity data from law enforcement; Consistent reporting from local law enforcement on arrest data
  - vii. Arraignment data should include race

#### **4. Programs that would prevent and reduce delinquency**

- a. Need programs that work with high-risk/delinquent youth to prevent further penetration into the system
- b. Need programs that prevent delinquency, thus lessening secure detention utilization
- c. Within the system, development of service plans for each youth – use of a case team or case manager approach
- d. More emphasis on employment and job training
- e. Strengthen families; Develop parenting schools; Family mediation services
- f. Violence prevention and reduction programs (in schools)
- g. Develop pro-social behaviors, life-skills classes, athletic programs
- h. Keep kids in schools, truancy prevention programs;
- i. Ensure funding to special education
- j. Youth Courts
- k. Increase the use of Family Stabilization Teams
- l. Outreach and tracking
- m. Develop girls circle program
- n. Adopt violence prevention and reduction programs (in schools)
- o. Expanding community services – community based placements; Network youth to their services in the community
- p. Notify youth street workers (where they are available) when youth get arrested – they may have additional information
- q. Develop or support alternative education programs/use education programs to avoid suspension
- r. Develop consistent graduated sanction (both graduating up and down)
- s. Increase in Probation Officers to track youth in community
- t. Case Management access to more opportunities for community service
- u. Develop or support alternative education programs/use education programs to avoid suspension
- v. Big brother/big sister programs and other mentoring programs

- w. Address “zero tolerance” rules and their consequences in the education system
- x. CHINS reform
- y. Better monitoring in school busses
- z. Anti-bullying programs in schools
- aa. Reading programs, early identification of educational problems

#### **5. Training/Education for Decision-Makers, Stakeholders and Parents**

- a. Develop a consistent understanding and use of the bail process
- b. Better understanding of how Medicaid is used for Mental Health by Mass Health – how Mass Health operates
- c. More training on adolescent brain development for all levels
- d. More training of school police on alternatives to arrest
- e. Defense Attorneys
  - i. Defense attorney should advocate for low bail amounts
  - ii. Ensure an appropriate understanding of Bail Better performance of the defense bar – ideally developed through training and information – perhaps establishing guidelines stressing that Defense attorneys should be familiar with other information relating to family, school, substance use, etc...)
- f. Parents
  - i. Educate parents on risk of detention
  - ii. Make it clear that Detention not a babysitter for parents
  - iii. Better education for parents and others on the dangers of detention and a better understanding of where responsibility for how the child ended there (parental, system, circumstance, economic or social milieu) should be sought

#### **6. Better Services while in Secure Detention**

- a. Better preparation for kids while in detention – better support
- b. More services while in detention to make the best use of time
- c. Prevent future probation violations through services in detention
- d. Better alternative environment for kids coming out of detention

#### **7. Areas for Further Research**

- a. Examine urban and suburban differences in detention for research comparison
- b. The number of youth detained securely is greater than the number committed, Why?
- c. Plymouth County detention rates have fallen significantly. Do we know why and could this be of use?
- d. How do we address the time held in detention?

## **Priorities and Plans**

In each of the forums, two ideas were chosen by the groups and some basic planning around them was started. Some plans are more detailed than others, but all of the ideas were chosen by the groups as priorities. There were four main problems for which the group focused on finding solutions:

1. There is a population of youth with multiple issues who may be associated with different agencies, who are sent to DYS detention by default and are not getting services directly by more appropriate agencies. Kids fall through the cracks and don't get appropriate services.
2. There is a need for consistent data collection and understanding of data at each point of contact.
3. Juveniles are different than adults and bail conditions should be different than those for adults.
4. Leadership must be developed to have a sustainable system-wide improvement in the way we detain youth.

**PROBLEM #1: There is a population of youth with multiple issues who may be associated with different agencies, who are sent to DYS detention by default and are not getting services directly by more appropriate agencies. Kids fall through the cracks and don't get appropriate services**

**SOLUTION #1A (Brockton):** EOHSS be provided the “purse” and authority for allocation of agency responsibility for where youth are referred

**Program Description:** There should be a triage person at court that is from EOHSS to navigate services and find appropriate placement. This should have its own budget specific for these youth. There should be a specialized program to hold kids non-securely while they await their court date (this poses the question: what happens when one bad thing happens and there is an attempt to shut the program down?). There should be emergency foster care with enhanced support and training that is staff secure. There need to be programs (residential) that specialize in holding runaways securely

**SOLUTION #1B (Lawrence):** To create a resource and referral program that is an alternative to secure detention.

**Program description:** Short-term assessment, respite, culturally competent, supervision, day treatment, case management advocacy, balance of clinical and enforcement, cooperation with schools

**Action Steps:**

- 1) Find funding
- 2) Find community partners with cultural competency
- 3) Secure the programs and services where youth can be referred
- 4) Get buy-in from district attorneys, defense attorneys, probation and judges so that they will refer youth to program
- 5) Develop guidelines about who is eligible for program
- 6) Find a convenient physical location
- 7) Hire experienced and culturally competent staff
- 8) Design a way to measure outcomes of program
- 9) Create guidelines on what the program does and doesn't do – be clear about this

**SOLUTION 1C (Worcester):** To develop a community-based non-residential alternative to secure detention that is easily accessible and immediately available to judges.

**Program Description:** Referrals to programs that already exist as well as development of new programs; begins with an assessment that includes education, mental health, risk and family functioning; counseling component for both youth and family; caseworker; tracking component that

depends on assessment (could be anything from check-ins with staff and/or family to electronic monitoring); conditions to staying in program, such as curfew; must be culturally competent; education for parents (job skills and parenting skills); programming in the homes or other places to ensure participation; family support, including referrals to services to increase economic situation; should be placed in a location that is convenient to the youth and to the family.

**Action Steps:**

- 1) Educate the courts on the availability of the program to ensure referrals
- 2) Get funding - Mixture of state funding and local funding
- 3) Public relations campaign to make it attractive to work with these kinds of young people
- 4) Organize collaboration of state and community based agencies and organizations including churches
- 5) Include Probation, DYS, DSS and judges in the development of the program

**SOLUTION 1D (Springfield): Immediate access to services that would act as Alternatives to Pre-Arrest and Post-Arrest Secure Detention.** Services could include the following: more electronic monitoring access; immediate access to drug and alcohol programs and mental health programs (both residential and non-residential); develop greater options at the police department and arrest points; more ART beds; caseworkers could work with youth in homes instead of a residential setting (this could lead to more appropriate use of residential beds for youth who cannot go home as part of a continuum); Greater use of mediation and enhanced police partnerships are possible elements of this; develop more non-secure group homes funded by the Department of Social Services.

**Potential roadblocks to immediate access:**

- 1) Funding
- 2) Multiple systems working together require a great deal of coordination
- 3) Agency turf, ownership, guardianship of resources issues
- 4) Family cooperation
- 5) One bad case could disrupt the process

**SOLUTION 1E (Boston): Create a Non-Residential Short-Term Alternatives to Secure Detention with the following characteristics:** Assessment conducted before referral; Greater accountability by system to system (police, schools, DMH, Prob., etc...); Intensive case-management; After-school activities; Progress reports; Job readiness; Educational Advocacy; Day Reporting Centers; Family support and counseling; Educational help; Positive rewards; Clear criteria for participation; Making the program accessible; Hold caregivers responsible without penalizing them; provide family and parent support; Make sure kids realize that this is to help not to punish; Kids who have been involved and graduate can help with new kids (might provide a stipend); Designed individually for each kid – with room for failure and redemption; Culturally competent programming; Option to continue the program after a court case is resolved – or to go into another program; Physically have system people work with the youth at the site

**Action steps:**

- 1) Get funding (perhaps from the reduction in detention beds?)
- 2) Track resources
- 3) Community volunteers and mentors (Make sure information derived is not used against youth)
- 4) Identify already existing community resources
- 5) Hold agencies and community accountable for participation
- 6) Buy in
- 7) Secure housing in the community
- 8) Establish a data base to attract kids and for evaluation
- 9) Establish methods for measuring outcomes



- 10) Hire culturally competent staff
- 11) Establish clear rules about program expectation so that referring agencies know exactly what the program is about

**SOLUTION #1F (Brockton): Expand the use of the Detention Diversion Alternatives Program**

**Action steps:**

- 1) Collect data re: DDAP in Dorchester /program evaluation
- 2) Convene judges and other juvenile court stakeholders to discuss replication in their jurisdictions
- 3) Discuss/Address sustainability
- 4) Create a committee of relevant stakeholders to oversee implementation

**SOLUTION #1G (Springfield): Service Planning and Case-manager Team Plan (Team/Manager should be Court Based)**

- 1) Address confidentiality issues, including cross-agency communication
- 2) Develop criteria for referral
- 3) There should be a court-based EOHSS Court Liaison as Team Leader
- 4) There should be the ability to develop teams specific to juveniles which means access to “team Members” which could include schools, service providers, etc... from the community
- 5) There needs to be a defining of how the team creates/implements case specific plans
- 6) The approach should be “Family Centered”
- 7) Discuss plan, implementation with Court, Probation, DA, CPCS
- 8) Identify access problems – including insurance, flexible funding
- 9) Utilize Youth Development Model
- 10) Develop and track Outcome Measures

**PROBLEM #2: There is a need for consistent data collection and understanding of data at each point of contact**

**SOLUTION 2A (Lawrence):** Identify existing data sources and potential sources and then identify ways to make the data reporting and sharing more consistent. Data sources to consider:

- a) School data (Department of Education)
- b) CHINS (Child In Need of Services) filings, truancy, etc... (trial courts)
- c) Arrest data (police)
- d) Pre-arraignment detention (ALP)
- e) Arraignment and bail decision (Court)
- f) Pre-trial probation and conditions of release pre-trial (Court)
- g) Adjudication data including probation violation and commitment data

**Action Steps:**

- 1) Improve data from Courts/Probation
- 2) Update standardized form to include race/ethnicity, mental health, etc....
- 3) Suggest use of standard form
- 4) Courts/Probation collect and report probation violation

**PROBLEM #3: Juveniles are different than adults and bail conditions should be different than those for adults.**

**SOLUTION 3A (Worcester):** Create appropriate Bail conditions statute for youth

**Action Steps:**

- 1) Convene review group to review current statutes affecting youth
- 2) Review statutes: Identify where not applicable, what is applicable in existing statutes
- 3) Review existing Juvenile Justice bail tools
- 4) Identify who the bail decision-makers are (police, probation, Bail Commissioner) and invite them to the table to help draft final recommendation
- 5) Draft the recommendations (statutes etc.)
- 6) Seek adoption of recommendations
- 7) Following adoption, annual review

**PROBLEM #4: Leadership must be developed to have a sustainable system-wide improvement in the way we detain youth**

**SOLUTION 4A (Boston):** There should be better support and collaboration across the system

Objective: We will cross-educate in current agency operation, mission and vision to develop a system-wide strategic plan (might pilot this using one county initially)

**Action Steps:**

- 1) Identify stakeholders that need to be engaged in this process
- 2) Secure commitment from stakeholder leadership
- 3) Identify a representative person from each stakeholder and convene
- 4) Establish an operating protocol (identifies where you intend to go with the process and acknowledges that there may be some practices that work, some that do not within each agency. Establishes the goals of agency self-assessment and training to better embrace resource sharing and collaboration. There should be an emphasis on a common vision and mission for how a successful outcome for youth is perceived.
- 5) Secure training for the self-assessment and collaborative pieces for agencies
- 6) Conduct training in how to do self-assessments and how to collaborate
- 7) Conduct self-assessments of agencies
- 8) Conduct Strategic Planning for the system
- 9) Draft Strategic Plan
- 10) Secure stakeholder formal approval of plan and adopt
- 11) Revisit annually

## Appendix #5: Juvenile Justice Indicators by City/Town

City	Population Under 18-years-old (2000)	# total individuals in the DYS committed population on Jan. 1, 2004	# total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18	# new DYS commitments and commitments (2003)	# new DYS commitments and commitments per 10,000 youth under age 18 (2003)	# of detention admissions (2003)	# of detention admissions per 10,000 youth under age 18 (2003)
Abington	3,738	3	8.0	2	5.4	5	13.4
Acton	5,992	0	0.0	0	0.0	3	5.0
Acushnet	2,374	3	12.6	2	8.4	7	29.5
Adams	1,977	5	25.3	5	25.3	17	86.0
Agawam	6,213	4	6.4	3	4.8	10	16.1
Alford	83	0	0.0	0	0.0	0	0.0
Amesbury	4,293	9	21.0	5	11.6	9	21.0
Amherst	4,476	6	13.4	3	6.7	16	35.7
Andover	8,988	4	4.5	3	3.3	9	10.0
Aquinnah/Gay Head	87	0	0.0	0	0.0	0	0.0
Arlington	7,784	2	2.6	1	1.3	4	5.1
Ashburnham	1,606	2	12.5	1	6.2	3	18.7
Ashby	798	0	0.0	0	0.0	0	0.0
Ashfield	428	0	0.0	0	0.0	0	0.0
Ashland	3,707	1	2.7	2	5.4	6	16.2
Athol	2,875	14	48.7	7	24.3	25	87.0
Attleboro	10,674	13	12.2	6	5.6	21	19.7
Auburn	3,616	9	24.9	4	11.1	18	49.8
Avon	1,001	2	20.0		0.0	1	10.0
Ayer	1,748	4	22.9	3	17.2	11	62.9
Barnstable	10,498	12	11.4	6	5.7	51	48.6
Barre	1,452	7	48.2	4	27.5	19	130.9
Becket	414	5	120.8	0	0.0	1	24.2
Bedford	2,972	0	0.0	1	3.4	2	6.7
Belchertown	3,539	4	11.3	3	8.5	7	19.8
Bellingham	4,110	2	4.9	1	2.4	13	31.6
Belmont	5,487	1	1.8	1	1.8	4	7.3
Berkley	1,751	1	5.7	1	5.7	3	17.1
Berlin	596	0	0.0	0	0.0	0	0.0
Bernardston	493	0	0.0	0	0.0	1	20.3
Beverly	8,655	14	16.2	11	12.7	22	25.4
Billerica	10,034	0	0.0	0	0.0	12	12.0
Blackstone	2,443	2	8.2	1	4.1	3	12.3
Blandford	293	0	0.0	0	0.0	1	34.1
Bolton	1,263	1	7.9	0	0.0	3	23.8
Boston	116,559	558	47.9	252	21.6	1243	106.6
Bourne	4,091	3	7.3	2	4.9	8	19.6
Boxborough	1,487	1	6.7	0	0.0	0	0.0
Boxford	2,551	0	0.0	0	0.0	0	0.0

	<b>Population Under 18-years-old (2000)</b>	<b># of total individuals in the DYS committed population on Jan. 1, 2004</b>	<b># of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18</b>	<b># new DYS commitments and recommitments (2003)</b>	<b># new DYS commitments and recommitments per 10,000 youth under age 18 (2003)</b>	<b># of detention admissions (2003)</b>	<b># of detention admissions per 10,000 youth under age 18 (2003)</b>
Boylston	974	0	0.0	0	0.0	2	20.5
Braintree	7,598	6	7.9	4	5.3	9	11.8
Brewster	2,106	3	14.2	2	9.5	2	9.5
Bridgewater	5,765	4	6.9	5	8.7	11	19.1
Brimfield	912	2	21.9	1	11.0	5	54.8
Brockton	26,254	129	49.1	48	18.3	219	83.4
Brookfield	791	4	50.6	1	12.6	9	113.8
Brookline	9,503	2	2.1	1	1.1	20	21.0
Buckland	497	0	0.0	0	0.0	0	0.0
Burlington	5,393	0	0.0	0	0.0	2	3.7
Cambridge	13,447	8	5.9	5	3.7	58	43.1
Canton	4,906	2	4.1	1	2.0	2	4.1
Carlisle	1,445	0	0.0	0	0.0	0	0.0
Carver	3,045	1	3.3	1	3.3	2	6.6
Charlemont	341	0	0.0	0	0.0	3	88.0
Charlton	3,376	4	11.8	0	0.0	13	38.5
Chatham	879	0	0.0	0	0.0	1	11.4
Chelmsford	8,455	3	3.5	1	1.2	10	11.8
Chelsea	9,568	21	21.9	10	10.5	68	71.1
Cheshire	795	0	0.0	0	0.0	0	0.0
Chester	327	1	30.6	0	0.0	1	30.6
Chesterfield	309	0	0.0	0	0.0	0	0.0
Chicopee	12,369	42	34.0	20	16.2	85	68.7
Chilmark	175	0	0.0	0	0.0	0	0.0
Clarksburg	384	1	26.0	1	26.0	2	52.1
Clinton	3,093	6	19.4	3	9.7	13	42.0
Cohasset	2,025	1	4.9	0	0.0	0	0.0
Colrain	503	1	19.9	0	0.0	7	139.2
Concord	4,263	1	2.3	0	0.0	1	2.3
Conway	455	0	0.0	0	0.0	0	0.0
Cummington	273	0	0.0	0	0.0	0	0.0
Dalton	1,776	2	11.3	2	11.3	8	45.0
Danvers	5,842	6	10.3	2	3.4	9	15.4
Dartmouth	6,262	2	3.2	3	4.8	9	14.4
Dedham	5,208	6	11.5	6	11.5	9	17.3
Deerfield	1,067	0	0.0	1	9.4	3	28.1
Dennis	2,697	3	11.1	4	14.8	13	48.2
Dighton	1,614	2	12.4	2	12.4	2	12.4
Douglas	2,085	2	9.6	0	0.0	2	9.6
Dover	1,754	0	0.0	0	0.0	0	0.0
Dracut	7,291	7	9.6	5	6.9	4	5.5
Dudley	2,480	5	20.2	3	12.1	7	28.2
Dunstable	881	0	0.0	0	0.0	0	0.0

	Population 18-years-old (2000)	# of total individuals in the DYS committed population on	# of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under	# new DYS commitments and recommitments (2003)	# new DYS commitments and recommitments youth under age 18 (2003)	# of detention admissions (2003)	# of detention admissions per 10,000 under age 18 (2003)
Duxbury	4,212	0	0.0	0	0.0	1	2.4
East Bridgewater	3,610	3	8.3	0	0.0	6	16.6
East Brookfield	537	1	18.6	0	0.0	1	18.6
East Longmeadow	3,491	0	0.0	0	0.0	5	14.3
Eastham	965	4	41.5	4	41.5	5	51.8
Easthampton	3,382	5	14.8	2	5.9	7	20.7
Easton	5,451	5	9.2	4	7.3	9	16.5
Edgartown	843	2	23.7	2	23.7	1	11.9
Egremont	246	0	0.0	0	0.0	0	0.0
Erving	336	0	0.0	0	0.0	1	29.8
Essex	792	0	0.0	0	0.0	0	0.0
Everett	8,231	4	4.9	3	3.6	11	13.4
Fairhaven	3,506	1	2.9	1	2.9	3	8.6
Fall River	22,179	82	37.0	46	20.7	142	64.0
Falmouth	6,764	8	11.8	6	8.9	20	29.6
Fitchburg	10,104	45	44.5	23	22.8	87	86.1
Florida	170		0.0	0	0.0	0	0.0
Foxborough	4,298	1	2.3	1	2.3	6	14.0
Framingham	14,335	18	12.6	12	8.4	61	42.6
Franklin	8,965	1	1.1	1	1.1	5	5.6
Freetown	2,085	1	4.8	0	0.0	4	19.2
Gardner	4,929	14	28.4	5	10.1	34	69.0
Gerogetown	2,113	0	0.0	0	0.0	1	4.7
Gill	323	0	0.0	0	0.0	0	0.0
Gloucester	6,659	7	10.5	3	4.5	7	10.5
Goshen	202	0	0.0	0	0.0	0	0.0
Gosnold	15	0	0.0	0	0.0	0	0.0
Grafton	3,836	3	7.8	0	0.0	3	7.8
Granby	1,564	1	6.4	1	6.4	2	12.8
Granville	420	0	0.0	0	0.0	0	0.0
Great Barrington	1,699	2	11.8	3	17.7	9	53.0
Greenfield	3,974	11	27.7	5	12.6	34	85.6
Groton	3,117	1	3.2	1	3.2	3	9.6
Groveland	1,787	2	11.2	2	11.2	5	28.0
Hadley	959	0	0.0	0	0.0	0	0.0
Halifax	1,906	0	0.0	0	0.0	0	0.0
Hamilton	2,280	0	0.0	0	0.0	0	0.0
Hampden	1,361	0	0.0	0	0.0	1	7.3
Hancock	174	0	0.0	0	0.0	0	0.0
Hanover	3,921	0	0.0	0	0.0	1	2.6
Hanson	2,682	0	0.0	0	0.0	1	3.7
Hardwick	734	1	13.6	0	0.0	1	13.6
Harvard	1,590	0	0.0	0	0.0	1	6.3

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Harwich	2,263	0	0.0	1	4.4	2	8.8
Hatfield	674	1	14.8	1	14.8	1	14.8
Haverhill	15,152	45	29.7	20	13.2	72	47.5
Hawley	79	0	0.0	0	0.0	0	0.0
Heath	231	0	0.0	0	0.0	0	0.0
Hingham	5,515	1	1.8	0	0.0	1	1.8
Hinsdale	480	0	0.0	0	0.0	0	0.0
Holbrook	2,480	7	28.2	3	12.1	4	16.1
Holden	4,224	1	2.4	1	2.4	11	26.0
Holland	671	0	0.0	0	0.0	4	59.6
Holliston	4,141	1	2.4	1	2.4	4	9.7
Holyoke	11,740	103	87.7	46	39.2	185	157.6
Hopedale	1,547	0	0.0	0	0.0	4	25.9
Hopkinton	4,417	1	2.3	1	2.3	3	6.8
Hubbardston	1,215	0	0.0	0	0.0	2	16.5
Hudson	4,347	3	6.9	0	0.0	8	18.4
Hull	2,438	2	8.2	0	0.0	0	0.0
Huntington	602	0	0.0	0	0.0	0	0.0
Ipswich	2,985	2	6.7	1	3.4	3	10.1
Kingston	3,236		0.0	0	0.0	0	0.0
Lakeville	2,695	1	3.7	0	0.0	1	3.7
Lancaster	1,605	2	12.5	2	12.5	5	31.2
Lanesborough	716	0	0.0	0	0.0	0	0.0
Lawrence	23,019	89	38.7	41	17.8	182	79.1
Lee	1,323	0	0.0	0	0.0	5	37.8
Leicester	2,719	3	11.0	1	3.7	11	40.5
Lenox	1,058	0	0.0	0	0.0	1	9.5
Leominster	10,541	25	23.7	12	11.4	60	56.9
Leverett	388	0	0.0	0	0.0	0	0.0
Lexington	8,003	1	1.2	1	1.2	5	6.2
Leyden	208	0	0.0	0	0.0	1	48.1
Lincoln	2,474	0	0.0	0	0.0	2	8.1
Littleton	2,219	1	4.5	1	4.5	7	31.5
Longmeadow	4,189	0	0.0	0	0.0	2	4.8
Lowell	28,341	80	28.2	33	11.6	227	80.1
Ludlow	4,428	3	6.8	2	4.5	5	11.3
Lunenburg	2,427	1	4.1	1	4.1	7	28.8
Lynn	24,051	110	45.7	53	22.0	151	62.8
Lynnfield	2,866	1	3.5	1	3.5	2	7.0
Malden	11,238	18	16.0	8	7.1	40	35.6
Manchester	1,250	0	0.0	0	0.0	0	0.0
Mansfield	7,028	1	1.4	0	0.0	1	1.4
Marblehead	4,870	2	4.1	1	2.1	2	4.1

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Marion	1,285	2	15.6	0	0.0	1	7.8
Marlborough	8,431	10	11.9	6	7.1	39	46.3
Marshfield	6,664	4	6.0	4	6.0	5	7.5
Martha's Vineyard	unknown	1	n/a	1	n/a	1	n/a
Mashpee	3,194	2	6.3	2	6.3	12	37.6
Mattapoissett	1,496	0	0.0	0	0.0	0	0.0
Maynard	2,442	0	0.0	0	0.0	5	20.5
Medfield	4,122	0	0.0	0	0.0	1	2.4
Medford	10,009	16	16.0	9	9.0	27	27.0
Medway	3,965	1	2.5	1	2.5	4	10.1
Melrose	5,969	2	3.4	1	1.7	11	18.4
Mendon	1,561	0	0.0	0	0.0	0	0.0
Merrimac	1,779	1	5.6	1	5.6	3	16.9
Methuen	10,831	13	12.0	11	10.2	30	27.7
Middleborough	5,518	10	18.1	4	7.2	24	43.5
Middlefield	125	0	0.0	0	0.0	0	0.0
Middleton	1,779	1	5.6	0	0.0	3	16.9
Milford	6,647	12	18.1	6	9.0	34	51.2
Millbury	2,949	6	20.3	3	10.2	24	81.4
Millis	2,128	0	0.0	0	0.0	0	0.0
Millville	849	0	0.0	0	0.0	0	0.0
Milton	6,721	1	1.5	0	0.0	1	1.5
Monroe	23	0	0.0	0	0.0	0	0.0
Monson	2,108	3	14.2	0	0.0	7	33.2
Montague	1,949	2	10.3	2	10.3	10	51.3
Monterey	161	0	0.0	0	0.0	0	0.0
Montgomery	150	0	0.0	0	0.0	0	0.0
Mount Washington	22	0	0.0	0	0.0	0	0.0
Nahant	676	0	0.0	0	0.0	0	0.0
Nantucket	1,828	0	0.0	0	0.0	3	16.4
Natick	7,401	3	4.1	3	4.1	14	18.9
Needham	7,576	0	0.0	0	0.0	1	1.3
New Ashford	62	0	0.0	0	0.0	0	0.0
New Bedford	23,327	78	33.4	37	15.9	124	53.2
New Braintree	272	0	0.0	0	0.0	0	0.0
New Marlborough	369	0	0.0	0	0.0	0	0.0
New Salem	225	0	0.0	0	0.0	0	0.0
Newbury	1,820	0	0.0	0	0.0	0	0.0
Newburyport	3,551	2	5.6	2	5.6	8	22.5
Newton	17,811	1	0.6	0	0.0	3	1.7
Norfolk	2,849	0	0.0	0	0.0	0	0.0
North Adams	3,282	8	24.4	5	15.2	35	106.6
North Andover	6,926	1	1.4	1	1.4	2	2.9

	Population Under 18-years-old (2000)	# of total individuals in the DYS committed population on Jan. 1, 2004	# of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18	# new DYS commitments and recommitments (2003)	# new DYS commitments and recommitments per 10,000 youth under age 18 (2003)	# of detention admissions (2003)	# of detention admissions per 10,000 youth under age 18 (2003)
North Attleboro	7,291	5	6.9	3	4.1	3	4.1
North Brookfield	1,276	4	31.3	1	7.8	9	70.5
North Reading	3,811	0	0.0	0	0.0	2	5.2
Northampton	4,917	7	14.2	4	8.1	15	30.5
Northborough	4,132	2	4.8	1	2.4	6	14.5
Northbridge	3,624	14	38.6	6	16.6	25	69.0
Northfield	776	0	0.0	0	0.0	1	12.9
Norton	4,861	4	8.2	1	2.1	3	6.2
Norwell	2,792	1	3.6	1	3.6	0	0.0
Norwood	5,935	4	6.7	3	5.1	12	20.2
Oak Bluffs	838	0	0.0	1	11.9	0	0.0
Oakham	496	2	40.3	1	20.2	2	40.3
Orange	2,004	3	15.0	2	10.0	15	74.9
Orleans	873	1	11.5		0.0	2	22.9
Otis	297		0.0	1	33.7	0	0.0
Oxford	3,480	3	8.6	2	5.7	14	40.2
Palmer	3,148	5	15.9	1	3.2	6	19.1
Paxton	1,048	0	0.0	1	9.5	3	28.6
Peabody	10,716	6	5.6	3	2.8	20	18.7
Pelham	326	0	0.0	0	0.0	0	0.0
Pembroke	4,846	0	0.0	0	0.0	1	2.1
Pepperell	3,414	2	5.9	2	5.9	4	11.7
Peru	228	0	0.0	0	0.0	0	0.0
Petersham	264	0	0.0	0	0.0	0	0.0
Philipston	474	1	21.1	0	0.0	0	0.0
Pittsfield	10,603	58	54.7	26	24.5	139	131.1
Plainfield	146	0	0.0	0	0.0	0	0.0
Plainville	1,962	0	0.0	0	0.0	2	10.2
Plymouth	13,343	15	11.2	5	3.7	25	18.7
Plympton	753	1	13.3	1	13.3	1	13.3
Princeton	970	1	10.3	1	10.3	2	20.6
Provincetown	273	1	36.6	1	36.6	0	0.0
Quincy	15,381	24	15.6	18	11.7	57	37.1
Randolph	7,215	27	37.4	19	26.3	50	69.3
Raynham	3,016	1	3.3	1	3.3	2	6.6
Reading	6,232	0	0.0	0	0.0	2	3.2
Rehoboth	2,670	0	0.0	0	0.0	0	0.0
Revere	9,920	12	12.1	3	3.0	39	39.3
Richmond	345	0	0.0	0	0.0	0	0.0
Rochester	1,228	0	0.0	0	0.0	3	24.4
Rockland	4,674	4	8.6	2	4.3	10	21.4
Rockport	1,654	0	0.0	0	0.0	0	0.0
Rowe	69	0	0.0	0	0.0	0	0.0



	<b>Population Under 18-years-old (2000)</b>	<b># of total individuals in the DYS committed population on Jan. 1, 2004</b>	<b># of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18</b>	<b># new DYS commitments and recommitments (2003)</b>	<b># new DYS commitments and recommitments per 10,000 youth under age 18 (2003)</b>	<b># of detention admissions (2003)</b>	<b># of detention admissions per 10,000 youth under age 18 (2003)</b>
Rowley	1,539	0	0.0	0	0.0	1	6.5
Royalston	365	0	0.0	0	0.0	1	27.4
Russell	433	0	0.0	0	0.0	1	23.1
Rutland	1,954	0	0.0	0	0.0	1	5.1
Salem	8,157	18	22.1	7	8.6	52	63.7
Salisbury	1,847	4	21.7	2	10.8	10	54.1
Sandisfield	166	0	0.0	0	0.0	0	0.0
Sandwich	5,713	3	5.3	2	3.5	9	15.8
Saugus	5,350	4	7.5	1	1.9	4	7.5
Savoy	172	0	0.0	0	0.0	0	0.0
Scituate	4,660	1	2.1	1	2.1	6	12.9
Seekonk	3,392	0	0.0	0	0.0	1	2.9
Sharon	5,256	2	3.8	2	3.8	3	5.7
Sheffield	794	2	25.2	1	12.6	4	50.4
Shelburne	435	0	0.0	0	0.0	2	46.0
Sherborn	1,339	0	0.0	0	0.0	1	7.5
Shirley	1,382	4	28.9	1	7.2	8	57.9
Shrewsbury	8,111	2	2.5	3	3.7	13	16.0
Shutesbury	517		0.0	0	0.0	0	0.0
Somerset	3,718	5	13.4	4	10.8	4	10.8
Somerville	11,495	14	12.2	6	5.2	30	26.1
South Hadley	3,379	1	3.0	1	3.0	11	32.6
Southampton	1,375	0	0.0	0	0.0	0	0.0
Southborough	2,818	0	0.0	0	0.0	4	14.2
Southbridge	4,367	11	25.2	7	16.0	57	130.5
Southwick	2,345	2	8.5	0	0.0	1	4.3
Spencer	2,872	11	38.3	7	24.4	19	66.2
Springfield	44,027	229	52.0	99	22.5	488	110.8
Sterling	1,997	0	0.0	0	0.0	0	0.0
Stockbridge	347	0	0.0	0	0.0	0	0.0
Stoneham	4,657		0.0	0	0.0	3	6.4
Stoughton	6,092	9	14.8	9	14.8	22	36.1
Stow	1,667	2	12.0	2	12.0	7	42.0
Sturbridge	1,996	1	5.0	2	10.0	7	35.1
Sudbury	5,476	0	0.0	0	0.0	2	3.7
Sunderland	686	1	14.6	1	14.6	1	14.6
Sutton	2,429	1	4.1	0	0.0		0.0
Swampscott	3,453	2	5.8	0	0.0	2	5.8
Swansea	3,530	2	5.7	2	5.7	6	17.0
Taunton	13,919	20	14.4	17	12.2	52	37.4
Templeton	1,777	3	16.9	2	11.3	10	56.3
Tewksbury	7,213	1	1.4	0	0.0	4	5.5
Tisbury	807	1	12.4	0	0.0	0	0.0

	Population Under 18-years-old (2000)	# of total individuals in the DYS committed population on Jan. 1, 2004	# of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18	# new DYS commitments and recommitments (2003)	# new DYS commitments and recommitments per 10,000 youth under age 18 (2003)	# of detention admissions (2003)	# of detention admissions per 10,000 youth under age 18 (2003)
Tolland	102	0	0.0	0	0.0	0	0.0
Topsfield	1,734	0	0.0	0	0.0	0	0.0
Townsend	2,799	1	3.6	1	3.6	3	10.7
Truro	364	0	0.0	0	0.0	1	27.5
Tyngsborough	3,360	3	8.9	2	6.0	5	14.9
Tyringham	65	0	0.0	0	0.0	0	0.0
Upton	1,641	0	0.0	0	0.0	1	6.1
Uxbridge	3,257	6	18.4	5	15.4	10	30.7
Wakefield	5,607	4	7.1	2	3.6	4	7.1
Wales	435	0	0.0	1	23.0	2	46.0
Walpole	5,899	1	1.7	2	3.4	5	8.5
Waltham	9,173	5	5.5	3	3.3	8	8.7
Ware	2,400	12	50.0	4	16.7	15	62.5
Wareham	4,989	11	22.0	6	12.0	24	48.1
Warren	1,282	6	46.8	3	23.4	11	85.8
Warwick	185	0	0.0	0	0.0	1	54.1
Washington	144	1	69.4	1	69.4	2	138.9
Watertown	4,659	4	8.6	3	6.4	11	23.6
Wayland	3,759	0	0.0	0	0.0	0	0.0
Webster	3,816	12	31.4	7	18.3	15	39.3
Wellfleet	490	0	0.0	0	0.0	2	40.8
Wellesley	6,675	0	0.0	0	0.0	1	1.5
Wendell	253	0	0.0	0	0.0	1	39.5
Wenham	976	1	10.2	1	10.2	2	20.5
West Boylston	1,598	2	12.5	0	0.0	3	18.8
West Bridgewater	1,509	2	13.3	0	0.0	2	13.3
West Brookfield	872	3	34.4	2	22.9	5	57.3
West Newbury	1,246	0	0.0	0	0.0	0	0.0
West Springfield	6,539	3	4.6	0	0.0	10	15.3
West Stockbridge	309	0	0.0	0	0.0	0	0.0
West Tisbury	633	0	0.0	0	0.0	1	15.8
Westborough	5,112	1	2.0	1	2.0	10	19.6
Westfield	9,538	5	5.2	3	3.1	27	28.3
Westford	6,601	0	0.0	0	0.0	0	0.0
Westhampton	373	0	0.0	0	0.0	0	0.0
Westminster	1,850	3	16.2	1	5.4	4	21.6
Weston	3,215	0	0.0	0	0.0	0	0.0
Westport	3,070	3	9.8	3	9.8	6	19.5
Westwood	3,927	0	0.0	1	2.5	0	0.0
Weymouth	11,856	22	18.6	10	8.4	36	30.4
Whately	343	0	0.0	0	0.0	0	0.0
Whitman	3,713	0	0.0	0	0.0	3	8.1
Wilbraham	3,619	1	2.8	1	2.8	5	13.8

	Population Under 18-years-old (2000)	# of total individuals in the DYS committed population on Jan. 1, 2004	# of total individuals in the DYS committed population on Jan. 1, 2004 per 10,000 youth under age 18	# new DYS commitments and recommitments (2003)	# new DYS commitments and recommitments per 10,000 youth under age 18 (2003)	# of detention admissions (2003)	# of detention admissions per 10,000 youth under age 18 (2003)
Williamsburg	518	0	0.0	0	0.0	0	0.0
Williamstown	1,293	0	0.0	0	0.0	0	0.0
Wilmington	5,900	1	1.7	1	1.7	3	5.1
Winchendon	2,907	2	6.9	2	6.9	11	37.8
Winchester	5,342	1	1.9	1	1.9	2	3.7
Windsor	233	1	42.9	1	42.9	2	85.8
Winthrop	3,413	2	5.9	1	2.9	8	23.4
Woburn	7,862	3	3.8	1	1.3	11	14.0
Worcester	40,727	308	75.6	174	42.7	587	144.1
Worthington	311	1	32.2	1	32.2	1	32.2
Wrentham	2,935		0.0	0	0.0		0.0
Yarmouth	4,270	7	16.4	5	11.7	55	128.8
Out of State	n/a	58	n/a	10	n/a	62	n/a
Unknown	n/a	7	n/a	2	n/a	8	n/a
<b>Total</b>	<b>1,500,064</b>	<b>2,944</b>	<b>19.6</b>	<b>1,470</b>	<b>9.8</b>	<b>6,408</b>	<b>42.7</b>

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